1

G. R. S. IX-5]

Previous references.

P 135 E. 1917.

(E. A. 8)

Later references.

File No. 167

Serial Nos.

Preserve

(Contains very useful & valuable notes by eminent officers)

GENERAL AND REVENUE SECRETARIAT.

Serial Nos.

Part B for

SUBJECT.

Decentralization of work in the Secretariat

Recorded without orders.

W D 1250—GPB—30,000 - 28-1-19

D. Ananthanarayana
4-11-19

2

GENERAL AND REVENUE SECRETARIAT.

(E A G)

NOTES.

File No. 167-

FILE HEADING.

Decentralisation of work in the Secretariat

From

No.	Dated	Received

Diary No.	Enclos.	Spare Copies.	Serial No.

BRIEF ABSTRACT OF LETTER.

NOTES AND ORDERS.

P.T.O.

NOTES—First Sheet.

GPB—20,000—8 8-14

C.S. 7817
16.1.17.

3

G. R. S. 12]

General and Revenue Secretariat. File No. 187 of 191 .

Serial No.

Herewith my note on decentralization in Secretariat

15/1/17

2nd Entry

I would suggest that the Hon'ble may kindly consider the proposal of holding an informal Conference with the Secretaries & the Spl Offr & prepare a joint statement showing the pts of agreement so far as the suggestions have made are concerned

Matters ahead dealt with in my 3rd note may be omitted

16.1

Diwan)

Diwan & Rao
16/1

If the Diwan agrees, action will be taken as proposed by the Second Member

Diwan
16/1

No objection
22.1.17 RC

Please circulate to the financial secretaries.

Next Saturday: 27th Jan: 3PM will suit me.

Diwan
21/1

circulated

RM
23/1

There may be an adjourned meeting of the Edn Committee on Saturday. No fee. I shall consider what is necessary

24/1/17

Jl seen
Rev. Secy 24/1/17
Secy E&LA 23/1
23/1

Secy
26/1/17

NOTE—Contn. sheet.

GPB—70,000—17-12-15

WD 1233—GPB—60,000—1-12-16—S.

G. R. S. III-2]

General and Revenue Secretariat.

G & A File No. 167 of 191 .

Serial No.

Owing to the absence of Fin Secy & Secy E & A the meeting did not come off on the 27th. These officers are expected to be back in a day or two. Another date may be fixed.

NCC
29/1/17

Secy

Next Saturday: 3 PM

Please put up a draft notice

NCC
31/1

DCC
31/1

Draft submitted.

NCC
31/1/17

To the Secy, Gt Deptt
" Rev.
" E & A
" Finc

Rev Secy on Spl duty

Notice that the adjourned meeting for considering the subject will be held at 3 PM on Saturday the 3rd February 1917 in the library hall.

NOTE—Contn. sheet.

WD 1238—GPB—60,000—1-12-16—S.

G. R. S. III-2]

General and Revenue Secretariat. | File No. | of 191 .

Serial No.

The following statement gives Mr Thyagaraja Iyer's recommendations and the opinion arrived at by the Secretaries & Mr Thyagaraja Iyer at the meeting held on Saturday (3-2-17). Matters already noticed in the Second Member's minute on the Cett are omitted.

NM
5/2/17

Mr. Thyagaraja Iyer's recommendations.	Opinion of the Secretaries and the Special Officer.
1. The list of periodical reports and returns should be revised periodically, all superfluous ~~returns~~ reports being abolished.	1. The enquiry may be made once in 5 years by the Heads of Departments who should, if necessary, be given special assistance.
2. Unnecessary demands for reports should not be made on District Officers.	2. A circular to this effect may re-issue.
3. Administrative Codes and Manuals should be simplified as far as possible.	3. This should also be done by Heads of Departments when opportunity occurs.
4. In order to deal with these and other reforms proposed, effect should be given to Government Proceedings dated the 3rd February 1914 by the appointment of an officer of a Deputy Commissioner's rank and experience as Efficiency Audit Officer.	4. Not necessary. The reforms proposed should be carried out by the Heads of Departments themselves. (Vide 1 and 3 above.)

NOTE—Contn. sheet.

WD 1233—GPB—60,000—1-12-16—S.

G. R. S. III-2]

General and Revenue Secretariat. | File No. of 191 .

Serial No.		
	5. Periodical conferences of Superintendents, Secretariat officers and Secretaries should be held to concert measures for giving effect to the provisions of the Secretariat Manual and for revising them from time to time.	5. This may be done. The meetings of the Secretaries are now regularly held.
	6. Routine draft forms should be standardised in all the Secretariats.	6. May be done.
	7. Mysore officers should occasionally be deputed to Madras, Bombay and Simla for training in the Secretariats there.	7. Necessary. The principle has already been recognised in the case o Account Officers.
	8. Really overworked officials in the Secretariat should be given facilities for week end excursions.	8. Not necessary.
	9. Each Secretary should define by a memorandum the powers of disposal to be assigned to each subordinate Secretariat officer and to ensure uniformity, such memos should be confirmed at a meeting of the Secretaries.	9. The powers ~~at the~~ of disposal of Assistant and Under Secretaries may be defined ~~by~~ a separate list, similar to list 4 framed in the case of Secretaries.

NOTE—Contn. sheet.

WD 1233—GPB—60,000—1-12-16—S.

G. R. S. III-2]

General and Revenue Secretariat. | File No. | of 191 .

Serial No.

10. The Secretariat Manual should be revised and simplified on the lines suggested by the Secretariat officers.

10. This question may be separately considered.

NM
5/2
Dwarakanath
6/2

Secy
Second Member

154
6-2-17

Draft
NM
6/2

There may not be proposed after drafting suitable memorandum for referred by executive of the D-agents.

Regulation of Delegation by heads of Depts & Sections of various powers in Each branch requires to be worked up in detail.

NM
8.

A draft order on the lines of the opinion expressed by Secretaries at the meeting is put up. I have shown it also to Mr Thyagaraja Iyer, who says he has no remarks.

NM
13/2
Dwarakanath
21/2
NM
24/2

Secy
Second Member & Dewan

Council matter.
281
27-2-17

I think the order leaves things

NOTE—Contn. sheet.

WD 1233—GPB.—60,000—1-12-16—S.

G. R. S. III-2]

General and Revenue Secretariat. | File No. | of 191 .

Serial No.

Prelt vole show they are now
The main part of the work is referred to in para 12 number this is done — Genl adm are of the consequence. —
Every branch has to work out routine subjects that never come up to Govt to such in what could be delegated (1) to heads of depts — (2) to secretaries (3) to individual members:
This is the real work of decentralization. —
The draft therefore needs to be recast at the stage
Please see remarks.

28. 2

For favour of putting up the connected file for reference.
Por V)

2/3

The subjects referred to above are being dealt with in the Genl Branch — this file is also forwarded to Por V. as the two are closely connected subjects

V)

2/3 2/3/17

Correspondence in those files
Record Hrs
11-7-19

12/8/19

Pol 936.

GEN. & REV. SECRETARIAT.
VCN
GENERAL.
2 MAR. 1917

NOTE—Contn. sheet.

Decentralization of work in the Secretariat.

Read:-

Government order No.C.51-100 dated the 17th June 1916 deputing Mr.V.R.Thyagaraja Iyer, Revenue Secretary for special duty, and requesting him, among other things, to submit proposals for decentralizing work in the Secretariat.

2. Memorandum dated the 15th January 1916 on the decentralization of work in the Secretariat by Mr.V.R. Thyagaraja Iyer.

Order thereon No.
dated February 1917.

In the Memorandum read above, Mr.V.R.Thyagaraja Iyer has in pursuance of Government order No.C.51-100 dated the 17th June 1916 made certain recommendations regarding decentralization of work in the Secretariat and other allied subjects. Some of the matters referred to by him are under the separate consideration of Government in connection with the proposed re-organization of the Secretariat. The remaining points were discussed

discussed by the Secretaries to Government in the General and Revenue Departments and Mr.Thyagaraja Iyer at a meeting held on the 3rd February 1917.

2. The general suggestions made by Mr.Thyagaraja Iyer relate to the curtailment of periodical returns the avoidance of unnecessary calls for information from District officers and the simplification of codes manuals, etc.

Periodical reports and returns have a tendency to grow and Government agree that they should be examined from time to time with a view to reduction. An enquiry should be held for this purpose once in five years by the Heads of Departments, who will, if necessary, be given special assistance. Legal

Enquiry made.

As regards calls for reports, etc., the attention of Heads of Departments and Deputy Commissioners will be invited to the necessity of avoiding reference to their subordinate officers upon matters with which they could themselves deal, or on which only a few local officers could give a really useful opinion.

These get unlike one opinion real consequence

With regard to petitions, Government have already ordered (paragraph 13 of Petition Rules) that reports should not be called for from subordinate officers without real necessity.

Government agree also that some of the administrative codes and manuals are unnecessarily elaborate. But their simplification can only be undertaken when opportunity occurs.

3. As regards the internal working of the Secretariat, Mr. Thyagaraja Iyer suggests, among other things, that periodical conferences should be held of all the Secretaries, and also of subordinate officers working under each Secretary, to discuss questions relating to case work, office procedure, discipline, etc. Meetings of Secretaries are now regularly held, and Government consider that arrangement should be made for conferences among subordinate secretariat officers also, including Superintendents. These conferences should be held under the presidency of the Secretary concerned not less frequently than once a quarter, as required by paragraph 43 of the Manual of Essential Rules for all Secretariats.

4. In the matter of standardising routine drafts forms, some work has

has already been done in the General and Revenue Secretariat and the possibility of extending it should be further investigated. Government trust that where drafts have been standardised, full use will be made of them. This, it is feared, is not the case at present.

5. Another proposal made by Mr.Thyagaraja Iyer and supported by the Secretaries is that officers of the Secretariat should occasionally be deputed to Madras, Bombay and Delhi for training in the Secretariats there. Government have no doubt of the utility of such training and they will be prepared to consider specific proposals in this respect. The period of training should not ordinarily exceed six weeks, and an officer deputed for training should be required to specialise in particular subjects, besides obtaining a general acquaintance with the methods of the office to which he is sent.

6. Mr.Thyagaraja Iyer suggests that Secretaries should define the powers of disposal assigned to each of their subordinate officers and that to secure uniformity, the arrangements made in each Secretariat should be confirmed at a meeting of the Secretaries. Government consider that

13

that instead of vesting the discretion to delegate powers in individual Secretaries, it would be preferable to lay down once for all, under the authority of Government, the classes of routine papers which may be disposed of by subordinate officers. A list of these should be prepared and submitted for the approval of Government.

7. The other recommendations made in the Memorandum are, either as stated already, under separate consideration or do not call for specific orders at present.

Secretary to Government,
General Department.

To

The Secretaries to Government.

~~Omitting paragraph 6 to~~ Heads of Departments and

The Deputy Commissioners of Districts.

LIST OF PAPERS IN THE FILE RELATING TO DECENTRALIZATION OF WORK IN THE SECRETARIAT.

---

1. Note by the Registrar, and the Assistant Secretary Branch VIII, General and Revenue Secretariat, on the subject.

2. Views of the Assistant Secretary, Branch I, on the note.

3. " " " " II "

4. " " " " III "

5. " " " " IV "

6. " " " " V "

7. " " " " VI "

8. " " " " VII "

9. " Mr. S.P.Rajagopalachar, Under Secretary with the Dewan on the note.

10. Lord Curzon's Note on the system of Noting in the Departments of the Government of India.

-------ooOoo-------

TABLE OF CONTENTS OF THE NOTE.

1. Terms of reference in the Government Order dated 17th June 1916, Camp No.51-100.

2. Procedure adopted in working up the scheme.

3. Reference to the Report of the Royal Commission on decentralization.

4. Reference to the defects in the working of the Secretariat, brought to notice in the Secretariat Notes.

5. Notes from my experience.

6. Remedies suggested.

7 & 8. Recommendations made in accordance with the Report of the Royal Commission.

9 & 10. Recommendations made by me independently of the above.

11. Proposals made on a consideration of the Secretariat Notes.

12. Certain miscellaneous suggestions and reflections.

13. Summary.

14. Certain matters not touched upon.

Appendices

A. Certain Extracts from the Report of the Royal Commission on Decentralization

B. Examples referred to in para 5 of the note

C. Lengthiness of the Code

D. Defectiveness of the Sect manual

NOTE ON DECENTRALIZATION IN THE SECRETARIAT.

1. Terms of reference in the Government Order dated 17th June 1916, Camp No.51-100.

In the above Government Order the Government has directed me to work up a scheme of decentralization so far as the following matters of procedure are concerned.

(1) Member of Government with reference to the Departments under their charge.

(2) Secretariat.

(3) Revenue Commissioner & Deputy Commissioners with reference to subordinate officers.

The order on the third subject has issued and a note on the first subject is being separately prepared. This note is therefore confined to subject No.(2) i.e., Decentralization in Secretariat.

2. Procedure adopted in working up the scheme.

With the permission of the General Secretary, a note was drawn up jointly by the Registrar and the Assistant Secretary, Branch VIII. This was circulated by me to the Secretariat Officers of other branches (including the Under Secretary of the Dewan's Office) and they have contributed their quota to the discussion.

3. Reference to the Report of the

Royal Commission on decentralization.

Before proceeding further, it is desirable, by way of preparing the ground for subsequent discussion, to refer to Vol.I of the Report of the Royal Commission on decentralization, so far as the present subject is concerned.

Their remarks on-

(a) The limitation of their enquiries (Para 5 of Report.)

(b) Circumstances tending towards centralization (Para 47.)

(c) Considerations in favour of decentralization (Para 48.)

(d) General remarks on the desirability of further decentralization (para 49.)

(e) Tenure of Officers in Secretariats and measures to be adopted to prevent an officer from spending too much time in the Secretariat or Head Quarters posts (Paras 20, 21, 447, 448, & 449.)

(f) Bringing Provincial Secretariats more into touch with District experience (Paras 450 & 451.)

(g) Reduction of Reports & Returns (Paras 426 - 431.)

(h) Reduction of work in Head Quarters Offices (Para 432.)

(i) Curtailment of administrative codes and manuals (Para 437.),

are appended to this note in order that there may be no divergence from the main discussion (vide Appendix A

Flag A.

from Aa to Ai.)

4. Reference to the defects in the working of the Secretariat brought to notice in the Secretariat Notes.

From the Secretariat notes, especially those marked Flags B & E, it will be seen that-

(a) That there is much delay in the disposal of cases in the Secretariat.

(b) That many of the rules in the Secretariat Manual are not followed.

(c) That there has been much increase of work under certain items.

(d) That the question of increasing the establishment of the Secretariat is being separately considered.

(e) That the procedure relating to Legislative work in Branch III requires to be systematised.

5. Notes from my experience.

In addition to the above I may state, from my experience of Secretariat work, (a) that there is in some Sections of the Secretariat, excessive and irrelevant noting and great delay in the putting up of references in special and urgent cases, (b) that the Secretariat Manual is defective in that it does not contain the special rules of procedure peculiar to each branch. (like the one compiled recently for Branch VIII, Efficiency Audit), and the General Records. (c) that the Secretariat Calendar of periodical reports and returns is defective and inaccurate, (d) that some of the existing departmental manuals

(Revenue Manual, P.W.D. Manual and District Treasury Manual) have been badly compiled and therefore do not give sufficient help in the disposal of cases, (e) that the case workers in many cases do not keep copies of standing orders relating to their work, the result being delay in noting and final disposal, (f) that orders introducing novel or important schemes are prepared and issued in a hurried manner, details not being fully worked out, no reference or insufficient reference being made to the old orders on the subject and the point as to how much of an old scheme is cancelled being often left uncertain, (g) that there is much scope for improvement in the current work of each branch, (h) that the Secretariat Manual and the Manual of Council Rules do not lay down in sufficient detail the responsibilities of the Secretary in relation to the Dewan and Member and with reference to the work of the departments, (i) that the work of Branch VIII (Efficiency Audit) is not fully developed according to the original plan laid down in Government Proceedings dated 3-2-1914 No.G.5924-72/G.M.259-13-8, (j) that there is difficulty in the recruitment of clerks for the Secretariat, (k) that the above difficulty is intensified when a special establishment has to be got for Emergent and Special work at short notice and that much valuable

*P 3 - 4 of Efficiency Audit Manual.

time is thereby lost.

As the above statements will appear vague without particular examples, I append (Appendix B) a note dealing fully with each point.

Flag K.

Remedies

6. Remedies suggested.

If ~~I and~~ the Secretariat Officers and myself have correctly diagnosed the defects in the working of the Secretariat, there should not be much difficulty in devising suitable remedies. There are however certain general considerations which must be borne in mind.

(a) No Scheme however well devised can work satisfactorily if the higher officers instead of exercising a bona-fide scrutiny over the work of their subordinates, put, in Lord Curzon's phrase, a convenient initial.

In fact it must be frankly and mournfully confessed that the present defects are due in a great measure to the lack of sufficient scrutiny and to the failure to devise suitable remedies in time. In saying this, I have no wish to indict any officer but only desire to point out how owing to over-centralization insufficient scrutiny has become necessary if the files have to be disposed of without much delay.

(b) The scheme to be proposed must contain within itself a corrective for evils inseparable from the working of any system however ideal and the seeds of steady and continuous progress.

The remedies proposed by me may be classified into three main divisions.

I. Remedies proposed in accordance with the recommendations of the Royal Commission.

II. Remedies proposed by me independently of the above.

III. Remedies proposed in accordance with the recommendations of the Secretariat Officers.

I R.C.

7. Recommendations made in accordance with the Report of the Royal Commission.

The Royal Commission recorded their finding that ⊠ "they (the Government of India and the Provincial Governments) have paid too little regard to the importance of developing a strong sense of responsibility amongst their subordinate agents and of giving sufficient weight to local sentiments and traditions, and that the burden of work could be materially diminished if the Indian Governments were to refrain from interfering in unnecessary detail with the actions of the authorities subordinate to them."

⊠ Flag A (Appendix Ae.)

They accordingly proposed (Para 449 of the Report) that no one should be appointed to an Under Secretaryship unless he had put in at least 4 years' service in the Districts and that no officer should be made a Secretary who had not put in 8 years' service in the Districts. They also proposed (Para 448) that an officer should not be allowed to spend too much time in

Secretariat and Head Quarters Offices and referred to the varying periods (2 to 3 years) fixed in the different Provinces for the tenure of Secretariat appointments. My recommendation is that a minimum period of District Service should be insisted upon in the case of all Secretariat Officers - to be relaxed in special cases and that a certain period, say, 3 years, may also be fixed for the tenure of all such appointments, the period being liable to be extended in special cases. If some such rule is passed, it will have the automatic effect of bringing the Secretariat into closer touch with District administration and of checking the "tendency to develop a paper Government marked by undesirable uniformity and rigidity," which was referred to by the Royal Commission with disapproval.

R1

Further, every Secretariat Officer will know that he will have to make his mark within the fixed period, and will do his best to improve the working of the Secretariat within the sphere allotted to him.

8. <u>The same subject continued.</u>

The Royal Commission further proposed-

(a) That as a means of reducing reports and returns a fresh enquiry similar to that set on foot by Lord Curzon's administration should be repeated every few years.

R2

(b) That the time of District Officers should not be wasted and their burden increased by the head quarters authorities calling for reports from all Commissioners or Collectors upon matters with which they could themselves deal or on which only a few local officers could give a really useful opinion.

R3

(c) That the Imperial & Provincial administrative codes and manuals were too lengthy and should be curtailed as opportunity offered.

R4

I fully endorse the above recommendations. In fact the first point is being dealt with by me on files referred to me by the Secretariat and also independently. On the 2nd point I may note that I did my level best as Secretary to prevent unnecessary references being made to the District Officers. I may also be permitted to express my humble opinion that too many subjects are being referred to Committees and Conferences and that there is also delay in disposing of the reports from these bodies. A similar charge was brought against Lord Curzon's Government and was dealt with by him in one of his speeches. As regards the 3rd point I put up a special note in order not to interrupt the main exposition of the scheme (vide Appendix 6).

⊠ Flag O

9. <u>Recommendations made by me independently of the above.</u>

It will be seen from the Secretariat notes that the rules in the Secretariat Manual are not followed in certain important respects and that the subsidiary rules of procedure which were expected to be framed by the Superintendents and Secretariat Officers in the memos relating to them have not been made. This shows that the Secretariat Officers and Secretaries are so taken up with the daily disposal of immediate and urgent papers that no time is left for the study of these questions. I would therefore suggest that the appointment of an officer with the rank and experience of a Deputy Commissioner and with the status of a Secretary, promised in Government Proceedings No dated 3rd February 1914 (P.3 - 4 of the Manual of Efficiency Audit), should be given effect to as early as possible and that a term of three years be fixed for each incumbent. The following beneficial consequences may be expected to flow from this appointment.-

R 5

This whole is functions of S.A. Branch :-

(a) Revision of the Secretariat Manual and watching its working. A Note showing the points in which it is defective &c., is put up and marked Appendix D .

Flag S

(b) Systematization and reduction of work in all Departments & Offices.

(c) Periodical revision of the number and bulk of the periodical

periodical reports and returns.

(d) Reduction in the bulk of the Office and Departmental Manuals (as recommended by the Royal Commission).

as a necessary result of (b)

(e) Helping the Members of Government in the inspection of Head Quarters and other offices.

(f) Working out such schemes as may be referred by the Departments — the main principles being first laid down by the Departments.

(g) Issue of a blue book journal as in Bombay.

Noting the

(h) Reviewing on the working of the Regulations, Rules and Standing Orders and suggesting simplifications &c., therein.

(i) Preventing the overlapping of functions between the several Departments and the consequent waste of labour.

(j) Giving unity to improvements and reports &c., in all Departments.

I may add that the existing functions of the Secretaries except perhaps the General Secretary to some extent will not be interfered with by this appointment which will give relief to all the Secretaries including the General Secretary.

10. <u>The same subject continued.</u>

In order that the Secretariat Manual may work smoothly and efficiently and that the Efficiency Audit Officer may have materials for his revision of the Secretariat Manual I would further

suggest.-

R6 (a) Periodical Conferences of the Superintendents of Branches under the Registrar in regard to matters relating to forms, registers, office discipline, records, &c.,

R7 (b) Periodical Conferences of the Secretariat Officers under a Secretary in regard to case work and disposal of cases.

(c) Periodical Conferences of all the Secretaries in regard to all other matters.

R8 (d) Standardization of routine draft forms - this has been now done and has to be repeated at intervals.

Among other measures promoting administrative efficiency in the Secretariat, I would propose-

R9. (e) the occasional deputation of Mysore Officers to Madras & Bombay and Delhi for training in their Secretariats and the granting of special leave concessions as in the case of certain technical officers.

R10 (f) the provision of week end excursions in the case of really overworked Secretariat officials.

R11 (g) Re~~moving~~ vising the existing arrangements for the recruitment of clerks.

(h) Revising the establishment of the Secretariat so as to ensure the proper working of the rules in Manual and the keeping of a reserve staff for emergencies.

11. Proposals made on a consideration of the Secretariat Notes.

The proposals of the Secretariat Officers may be classified as follows,-

Not dealt with in this

(a) Revision of lists I to IV.

(b) Grant of more powers of disposal to Secretariat Officers.

(c) Ditto to Superintendents.

M2

(d) The appointment of a Typist for emergent work to each branch and of a Shorthand-Typist to each Secretary.

(e) Abolition of certain periodical returns of the Secretariat.

(f) Reduction in the lists of periodical reports and returns.

(g) Stricter enforcement of the rules in the Manual.

As regards (a), the question will be dealt with in the other note on "Decentralization in Members' Departments".

As regards (b), I would propose that each Secretary should define by a memorandum the powers of disposal to be assigned to each Secretariat Officer and that to ensure uniformity such memos should be afterwards confirmed at a meeting of Secretaries.

R12

As regards (c), the additional powers suggested may be granted if approved by all the Secretaries.

R13

As regards (d), the suggestion is good and may be approved.

R14

In regard to (e), the question

R15

may be referred to the meeting of Secretaries as at least one of the returns is now submitted to the Dewan and its abolition would require his approval.

R/6

Item (f) is now being dealt with by me and according to my scheme will either be dealt by the Secretaries in the usual course or by the Efficiency Audit Officer to be newly appointed.

Item (g) calls for no remarks.

12. Certain Miscellaneous suggestions and reflections.

I hope I shall not be charged with egotism if in this connection attention is invited to a certain report made by me more than 12 years ago as Assistant Secretary. The printed compilation is put up and the report is flagged U. Had the suggestions then made by me in regard to the compilation of Departmental Manuals, and the selections from Records &c., been taken to heart and given effect to promptly, the Secretariat would have been better able to cope with its work. The compilation of a list of Statutory Rules under Enactments suggested by me therein has yet to be published although it is the --- easiest to compile. To illustrate further how my report was not really studied, I desire to invite attention to the discrepancy pointed out in para 5(a4) of my report between the

G.P. dated 9-3-1898 and the Village Accounts Manual as published in 1902. Even when the Khaneshumari account was recently revised this discrepancy was not noticed. I have now sent a note on the subject to Branch I.

In the same report of 1904 I had stated in para 11 that "the absence of a comparative study in administrative matters often leads to the stereo - typing of antiquated methods and a high level of efficiency is not likely to be maintained for any length of time if the Secretariat--which is the highest office in the State and should be a model to other offices--is not in touch with progress elsewhere".

Although the report of the Royal Commission on Decentralization was lying in the Secretariat Library since 1909, no action appears to have been taken to study the Report and to see what could be advantageously adapted from it. I may point out that para 9 of my Report recommending the ----- periodical revision of the list of reports, and returns was written a few years before a similar recommendation was made by the Royal Commission.

Flag Y

A typed copy of Lord Curzon's memo. on the system of noting in the Secretariat of the Government of --- India is also put up. Although it was written in 1899 i.e., about 17 years ago, it is instructive if only to show that the evils therein ----- depicted are constantly recurring and

APPENDIX.A.

REPORT OF THE ROYAL COMMISSION UPON DECENTRALIZATION IN INDIA.

x x x x x

Aa. Limitations of enquiries.

5. x x x x x

We hold, too, that our terms of reference precluded us from enquiring into questions of a purely political nature, questions of general policy, and questions such as the separation of judicial and executive functions, and the constitution and duties of the civil and criminal courts. We have, therefore, only touched upon such matters when, in our opinion, they have a direct bearing upon administrative decentralization. Nor, again, have we felt ourselves called upon to enquire into the general conduct of the administration, or into alleged grievances against particular departments or individual officers.

Ab. Circumstances which tend towards centralization.

47. As circumstances which tend towards centralization, may be mentioned:-

(i) The natural tendency of strong Secretariats to absorb functions more appropriate to subordinate authorities.

(ii) The increasing ease, rapidity, and volume of postal and telegraphic communication.

(iii) The spread of the English language, and the growth of solidarity and of a national feeling, among the educated classes in the various Provinces.

(iv) The material development of the country, the vast improvement in the means of communication within India itself and with the outside world, and the high standards to which her administration is expected to conform.

(v) The increasing interest taken by Parliament in the details of Indian administration, which necessarily tends to a closer check over the actions of the Local Governments and of the Government of India itself.

Ac. Considerations in favour of decentralization.

48. On the otherside, considerations adduced in favour of decentralization are:-

(i) The difficulties of administering a vast sub-continent from a single headquarters, and the inevitable failure in statesmanship and efficiency which must result from a central Government attempting this task.

(ii) The fact that the various Provinces contain diverse nationalities with different languages, traditions, and interests, and are often on separate planes of development.

(iii) The desirability of creating a larger sense of responsibility in Provincial and local authorities.

(iv) The importance of strengthening the administration and educating the people by interesting the latter more largely in public affairs.

Ad. Necessity for detailed consideration of the proposals made to us. General remarks on the desirability of further decentralization.

49. It is extremely difficult to strike a balance between these two sets of opposing forces, and consequently to determine whether the degree of control now exercised by the Government of India over the Local Governments, and by these, in turn, over the authorities subordinate to them, is expedient or excessive. Nor can any satisfactory solution be reached by the mere enunciation of general principles, or without taking into account previous and existing conditions, and the necessary absence of finality in most administrative measures. It has, therefore, been necessary to examine in close detail the proposals made to us and the circumstances governing them. It will be seen from the chapters which follow that, though much has been done in times past in the direction of decentralization, we are of opinion that both the Government of India and the Provincial Governments have hitherto been too much dominated by considerations of administrative efficiency. They have, we think, paid

too little regard to the importance of developing a strong sense of responsibility amongst their subordinate agents, and of giving sufficient weight to local sentiments and traditions. In our opinion, the burden of work could be materially diminished if the Indian Governments were to refrain from interfering in unnecessary detail with the actions of the authorities subordinate to them, an interference which results in large measure in every administrative authority in India having to do over again work already accomplished at a stage below. Future policy should be directed to steadily enlarging the spheres of detailed administration entrusted to Provincial Governments and the authorities subordinate to them, and of recognising that they must definitely dispose of an increasing share of the ordinary work of Government.

Ae. Secretaries and other Secretariat officials.

20. Each Departmental Office is in the subordinate charge of a Secretary, whose position corresponds very much to that of a permanent Under-Secretary of State in the United Kingdom, but with these differences, that the Secretary, as above stated, is present at Council meetings; that he attends on the Viceroy, usually once a week, and discusses with him all matters of importance arising in his Department; that he has the right of bringing to the Viceroy's special notice any case in which he considers that His Excellency's concurrence should be obtained to action proposed by the Departmental member of Council; and that his tenure of office is usually limited to three years.

21. The Secretaries have under them Deputy, Under and Assistant Secretaries, together with the ordinary clerical establishments. Taking the Departments with which we are concerned, that is to say the Home, Revenue and Agriculture, Finance, Commerce and Industry, and Civil Public Works Secretariats, the Secretaries, Deputy Secretaries, and Under Secretaries, in all but the last, are members of the Indian Civil Service. The Assistant Secretaries, where these exist, and the subordinate staff, are men permanently connected with the department.

The Government of India, it may be explained, have no

Indian Civil Service of their own, as distinct from that of the Provincial Governments. The Indian Civil Service is recruited for, and distributed among, the latter, and officers serving under the Government of India are borrowed from the Provinces for longer or shorter periods. The ordinary tenure of office of a Government of India Secretariat officer, drawn from the Indian Civil Service, is three years, after which time he would generally revert to his own Province. An Under Secretary might, however, return later on as a Deputy Secretary, and a Deputy Secretary as a Secretary. This constant flux and reflux of officers between the Government of India and the Local Governments, mans the superior posts in the Government of India Secretariats with men conversant with conditions in the Provinces.

The men selected for Secretariat appointments under the Government of India have often served in similar capacities in the Secretariats of their own Governments, but they may equally be drawn direct from administrative posts. There is a tendency, if a man has done well in Secretariat work as a junior, to recall him, later on, to higher functions; and an officer who has obtained experience as an Under or Deputy Secretary in the Government of India, may, after leaving such an appointment, be nominated to a Secretaryship in his own Province.

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Tenure of Civilian Secretariat appointments.

447. The tenure of Civilian Secretariat appointments differs in different Provinces. In Madras and the Central Provinces there is no formal rule, though in the latter a two years' term for Under-Secretaries is said to be applied in practice. In the United Provinces the term is two years for Under Secretaries, and in Bombay three, but no period is fixed for a Secretaryship *. In Bengal a three years' term is prescribed for both Secretaries and Under Secretaries, and in Burma the same term apparently applies. In Provinces where there are Commissioners, these are officers of higher pay and standing than the Secretaries (other than the Chief Secretary) ~~than the~~ to the Local Government, so that even in the absence of a time

Foot Note * There are no Deputy Secretaries in the Provinces.

limit, these would ordinarily vacate office on promotion to Commissionerships.

An officer should not be allowed to spend too much time in Secretariat or head quarters posts.

448. We have received evidence as to the tendency to keep an officer who has shown himself useful in Secretariat work upon this kind of duty, with the result that the Secretariats are not in sufficient touch with the difficulties of district officers and the needs of the districts, and tend to develop a paper government marked by undesirable uniformity and rigidity. The growth of what has been sometimes termed a separate Secretariat caste was perhaps most marked in times past in Bombay, but here we understand that there is now more interchange of Secretariat and district posts, and in general there is a fairly constant flux and reflux of officers as between these two categories of employment. It must further be recollected that Civilian Secretariat officers are not confined to a single department or set of departments. The Indian Civil Service is looked upon as a corps d'elite for general administrative work, and an officer drawn from it may, in the course of his service, hold various appointments of different character.

It seems clear, however, that steps should be taken to prevent an officer, however useful he may be in that capacity, from spending too much of his time in Secretariat or headquarters service; and the Bombay Government, for example, have proposed that not less than three years should elapse between the same officer's tenure of different Secretariat appointments, and that no officer should be made a Secretary unless he has done 10 years' executive service, of which five have been spent in district work. A somewhat similar suggestion was made in Eastern Bengal, where an official witness suggested that no man should become a Secretary to the Government of India until he had served for three years as head of a district.

Proposals to this end.

449. We think it should be a necessary qualification for

an appointment to an Under-Secretaryship that an officer has spent at least four years in district work, and that a man should not be made a Secretary unless his actual district service (periods of furlough being excluded) amounts to eight years. District service would include appointments such as that of Settlement officer, but not the tenure of a headquarter post such as that of Director of Land Records or Commissioner of Excise. We regard this distr ict service qualification as more important than the application of the three-year rule for the tenure of a Secretariat appointment. Speaking generally, that is a desirable rule, but it might be rendered nugatory by an of icer being transferred from one Secretariat post to another; and sometimes public interests might justify the retention of an officer who had already served three years in the same post. The district service condition we propose would, moreover, meet the tendency to allow officers to oscillate between Secretariat service or special duty under the Government of India and in their own Local Governments, for the rule (which should apply also to the Government of India Secretariats) would render it essential for an officer to have done a certain amount of district service in order to qualify for further Secretariat employment.

Af. Undesirable tendency to uniformity would be diminished by bringing Provincial Secretariats more into touch with district experience, and by the establishment of Council Governments.

450. Evidence has been given as to the tendency of Local Governments to apply the same set of laws or rules to every part of a Province, although the circumstances of its constituent portions may be different, as for instance in Bengal with its natural sub-divisions of Bengal proper, Bihar, Orissa and Chota Nagpur; in Eastern Bengal and Assam; in the Central Provinces and Berar; ✗ and in Bombay proper and Sind.

Foot Note. ✗ It should be noted, however, that there is a Secretary with special experience of Berar, who deals with matters specifically relating to that sub-province in

the Central Provinces Secretariat, and that the Commissioner of Berar has larger powers than those of the Central Provinces proper.

In the last mentioned case, for example, we found that the Bombay Land Revenue Code, which was drawn up for a Province of small raiyatwari proprietors, had been applied to Sind where the tenures are materially different. In Burma, again, it has been alleged that Chief Commissioners and Lieutenant-Governors whose service had been mainly spent in India had pressed measures the full benefit of which to Burma was doubtful.

This undesirable tendency to doctrinaire uniformity ought to be materially diminished by bringing the Secretariats more into touch with actual district experience and needs, and by the establishment of Council Governments, whose members will have more collective knowledge of local peculiarities, and more time to apply this knowledge than Lieutenant-Governors can individually possess.

Larger district experience on the part of the Provincial Secretariats will reduce tendency of the special departments to press their own ideas at headquarters.

451. We have also had evidence that the specialized departments referred to in Chapter II, occasionally press their own ideas and departmental interests, through their officers at headquarters, without reference, or in opposition, to the views of Collectors and Commissioners, who should be in close touch with the feelings and prejudices of the people. In subsequent chapters we shall suggest measures for securing more harmonious co-operation between these departments and the District Officers, while larger district experience on the part of the Civilian Secretaries will tend to remedy such evils as may still arise from pressure by zealous experts at headquarters.

Ag. Number, and complicated character, of existing reports and returns.

426. The evidence of the Secretaries to the Government of India goes to show that the number of periodical reports and

returns, due to the requirements of the Supreme Government, has not materially increased of late years, although a contrary opinion was expressed by the Lieutenant-Governor of the United Provinces, who attributed the larger demand partly to the requirements of the Secretary of State and partly to those of the Government of India, while the Chief Commissioner of the Central Provinces drew attention to the labour which was occasionally caused in supplying information in answer to Parliamentary questions.

Within the Provinces, reports and returns have to be submitted by local officers with reference to the requirements of the Provincial Governments and other headquarters offices as well as to those of the Government of India. The complaint made in Madras was rather as to the needless complexity of some returns than of their excessive number. We were told, for instance, of a crop return extending into 150 columns, and the village accounts were mentioned as capable of simplification.

Similarly, in Bombay, the two Bengals and the United Provinces, the evidence was less of a tendency to add to the burden of reports than as to the desirability of lightening the present load. Allegations as to the increase in the number of reports and returns called for were made mainly in Burma and the Punjab, and such increase was ascribed to the requirements of the Government of India and the Secretary of State, to the necessity of furnishing replies to Parliamentary questions, and to the development of special departments.

The action taken in 1900-01 to reduce reports and returns.

427. It appears to us that reports and returns are unduly numerous, and occasionally too elaborate. In 1900-01 a serious attempt was made, under the auspices of Lord Curzon, to curtail the number and length of the periodical administrative reports submitted to the Government of India by the Local Governments, and the latter were enjoined to make similar enquiries in regard to the mass of departmental literature coming up to them.

We think, however, that the curtailments of periodical returns thus effected were not drastic enough.

It is undesirable to make annual administration reports triennial or quinquennial.

428. It has been suggested that a number of the present annual administration reports might be made triennial or even quinquennial, but we are not in favour of this course. The advance in decentralization which we recommend may make it possible to abolish some of the present returns, or to omit matters which now figure therein; but in so far as they deal with points on which the Government of India and the Local Governments should be informed, decentralization makes it essential that these reports should be submitted not less frequently than at present. The course proposed is, moreover, open to the objection that where reports are submitted at long intervals, the officer who draws them up will often not have been in charge of his office during the whole period that they cover.

Fresh steps for curtailment of returns, etc., should now be undertaken, and repeated every few years.

429. We consider that the best means of reducing the present burden of returns and reports is to set on foot fresh enquiries similar to those instituted by Lord Curzon, both in the Provinces and with reference to the reports and returns required by the Government of India. Having regard to the tendency to stereotype returns which may only be temporarily required, we think that such enquiries should be repeated every few years.

Enquiry desirable as to the reports and returns furnished to the Secretary of State.

We also consider that enquiry should be made as to the present necessity for all the reports and returns now furnished to the Secretary of State. It would appear from the statements of the Secretaries to the Government of India that some of these might with advantage be dispensed with.

Suggestions for diminishing general calls for returns from district officers.

430. We would likewise draw attention to the waste of time and the burden on district officers, involved by headquarters authorities calling for reports from all Commissioners or Collectors, upon matters with which they could themselves deal, or on which only a few local officers could give a really useful opinion; while such calls seem to be passed on in large measure by the recipient to officers subordinate to himself. Where advice from Commissioners and district officers is required at headquarters, reports should ~~be~~ usually be called for only from a few selected officers.

Increase in Parliamentary questions relating to India. This work might be reduced by expansion of the functions of Indian Legislatures.

431. Reference has been made above to the burden imposed on Government officials in India by having to supply information, sometimes of a far-reaching character, in answer to questions asked in Parliament. Of late years, consequent on the increasing interest taken by Members of Parliament in Indian administration, the number of references by the Secretary of the State to the Government of India has very largely increased, as shown in the following statement furnished to us by the Home Secretary to the Government of India in respect of his Department.

Year	Number of communications made to Secretary of State in connection with questions in Parliament	Number of questions on Indian affairs appertaining to the Home Department, asked in Parliament
1898 ...	16	66
1899 ...	8	57
1900 ...	16	20
1901 ...	2	15
1902 ...	11	40
Total.	53	198
1903 ...	13	38
1904 ...	13	48
1905 ...	31	82
1906 ...	43	153
1907 ...	209	165
Total	309	486

A large number of these communications require reference to Local Governments and their Officers.

The expansion of the functions of the Indian Legislative Councils recently announced by the Secretary of State may, we hope, render it possible to reduce the work now thrown upon administrative officers and departments in India by having to furnish answers to Parliamentary questions.

Ah. Increase in Secretariat establishments largely inevitable, but our recommendations ought materially to diminish the work in headquarters offices.

452. We would also draw attention to the gradual increase ~~increase~~ of Secretariat establishments throughout India. Thus, figures furnished to us in regard to Registrars, Superintendents and Clerks show that in 1907 the total strength of these officials in the Finance †, Home, Commerce and Industry and Revenue and Agriculture Secretariats of the Government of India amounted to 266, costing Rs.46,000 a month, whereas in 1897 the same branches of administration required the services of only 141 men, costing Rs.21,000 a month. Apart from such increases in the clerical establishment, the Finance Department has, during this period, received a Joint Secretary to deal with Military Finance work; the Revenue Department has obtained a Deputy Secretary and the Home Department an additional Under-Secretary; while the Commerce and Industry Department, which was constituted in 1905 with a Secretary and an Under-Secretary, has already found the services of a Second Under-Secretary necessary.

The Provincial Secretariats have also expanded during this period.

This increase of establishments represents increase of work which is, no doubt, to some extent inevitable, the material, intellectual and political advance of the country bringing up new questions, or necessitating the reconsideration of old ones, and calling for elaboration and specialization in the various branches of the public services; while there is a

Foot Note. † Including the Military Finance Branch.

growing tendency, on the part of all affected by the actions of Government officials, to appeal to the highest executive tribunal open to them.

At the same time, as we have already observed, there has been an unmistakable tendency on the part of all Secretariats to interfere in unnecessary detail with the action of the authorities subordinate to them, and the recommendations we make in the direction of decentralization ought to result in a material diminution of work in the headquarters offices.

Ai. Provincial administrative codes & manuals are too lengthy and rigid.

453. We have already referred to the desirability of reducing the bulk of Imperial Codes such as the Civil Service Regulations and the Codes of the Public Works and Forest Departments. We think that Provincial administrative codes and manuals are also too lengthy. We find, for instance, that the manuals issued by the Bengal Board of Revenue on various subjects extend to between 20 and 50 volumes. We have already indicated that codification of rulings is desirable within certain limits, but we consider that these have been exceeded. We could not, of course, examine in detail the numerous and various Provincial manuals, but we were left under the impression that in many respects they limit the discretion of local officers too rigidly. We think that this defect should be remedied, whenever an existing manual comes under revision.

APPENDIX B.

Examples referred to in para 5 of the note.

(a) Defects in noting.

Noting in important files can be conveniently reduced if Heads of Departments and Deputy Commissioners submit proposals in such cases after informal consultation with the Dewan and Members of Council.

The files in the Excise Section of Branch II will fully bear out my remarks about excessive and irrelevant noting and the delay in the putting up of references in urgent cases.

In a certain file of the General Department (Branch V), the General Secretary has remarked (in December 1915) that "every point has been noted upon except the point required." It was this remark that led me to devise "Notes on case work" for training up the case workers and the Superintendents. A list of cases in which case workers should not note may be drawn up as in the Bombay Secretariat Rules.

(b) Defectiveness of the Secretariat Manual.

Branch I. The procedure relating to the disposal of revenue appeals &c., by Government is not embodied in the Manual.

Branch III. The procedure relating to the passing of legislative

enactments has to be embodied in the Manual.

The Secretariat Manual thus requires to be supplemented by a second part dealing with the procedure peculiar to each branch, the Dewan's Office, and the General Records &c.,

Rules regarding the prevention of fires in buildings & offices similar to those issued by the Government of India, have also to be incorporated.

Further, a list of items of work dealt with in each branch has to be compiled as also notes on case-work in each branch.

A list of items of work dealt with in each branch is in the Press.

(c) The Secretariat Calendar of periodical reports & returns.

According to the Secretariat Manual, a calendar has to be kept in each branch But instead of this, one chronological calendar is kept for all branches of the Secretariat. In dealing with a file regarding the abolition of certain periodical reports, the inaccuracy of this calendar was brought to my notice.

(d) Departmental Manuals.

(1) Revenue Manual.

As at present compiled this Manual serves both as a "Selection from Records" and as a working manual. In my report made more than 12 years ago, I pointed out the special difficulties in the compilation of the Revenue Manual;

but no result has come out of it as the Manual still contains obsolete orders and conflicting orders. It is further defective as it does not deal with periodical reports and returns and agricultural statistics.

(2) The P.W.D. Manual.

In order to understand this Manual, the P.W.D. Code of the Government of India has to be referred to. Unfortunately the latter is now out of print and the resulting inconvenience can be better imagined than described.

(3) The District Treasury Manual.

This has to be read with the Civil Account Code published by the Government of India. Article 244 of Vol.I of the District Treasury Manual runs as follows- "Read the general rulings (in Article 98, Civil Account Code) with suitable adaptations as to their applicability in Mysore and for the rulings of the Government of Mysore in the case of particular departments or offices, refer to what is stated below and to Appendix D."

This involves research which a busy officer in the Districts can hardly undertake. The Manual must therefore be written more clearly and precisely.

(e) Training of Case Workers.

I have in the body of the Note referred to the fact that the Government Order of March 1898 regarding the Khaneshumari account was not brought to notice when the Khaneshumari account

was recently revised. Had the case-workers kept a complete collection of standing orders on the subject, this oversight could not have occurred. By simplifying departmental Manuals, issuing selections from Records and compiling Notes on case work in each branch, the case workers may be so trained as to afford valuable help in the disposal of cases.

(f) Orders about important schemes.

It is sufficient to illustrate this with regard to one order, i.e., the order regarding the Village Improvement Scheme. This order does not refer to the following orders &c., all of which deal with the question of Village Improvement in some form or other.-

(1) The rules of 1904' relating to the maintenance of tanks.

(2) Tank Punchayet Regulation and the rules thereunder.

(3) Village Forests Scheme.

(4) Appendices to the Land Revenue Rules regarding the grant of lands for the construction of Chuttrams, &c.,

(5) Village Sanitation Rules.

(6) Village Police Rules.

(7) Minor tank restoration scheme.

(g) Current work of the branches.

(1) Branch I. The Revenue Manual as already noted, requires revision. Orders consolidating - by cancelling obsolete orders - the existing

standing orders on important subjects have to be frequently issued. As an example, I may refer to the order recently issued consolidating and revising all orders on the subject of affording relief to sufferers by accidental fires. The Superintendent and the Secretariat Officer should be made to check the diaries of Case-workers as required by the Secretariat Manual. A note must be kept of important files in the Branch and Selections printed from time to time.

The establishment should be revised so as to leave a margin for officials going on leave and for special work like revision of standing orders &c., every case-worker and the Superintendent must be encouraged to send to the Registrar his suggestions for improving the work of the branch. The rules now in force on this point have practically been a dead letter. If necessary, medals and certificates may be awarded for good work in this connection, if no scope exists for promotion and a healthy rivalry encouraged among the several branches.

(2) Branch II. The Clerks in the Excise Section may be made to undergo a course in the Central Distillery. Such a course will be beneficial to the Secretariat Officer also.

(3) Branch III. The papers relating to each Regulation (i.e., the discussions in the Legislative Council, &c.) have to be printed as selections

from Records for future reference. The Secretariat Officer's explanation for not printing them viz,- that they are not authoritative in construing the Regulations, is not relevant. The list of Rules under the Enactments is long overdue and should be published without further delay. The Mysore Code has also to be revised. The Village Police Rules have to be revised in the light of the Rules under the Village Offices Regulation. The Police and Jail Manuals have to be passed soon.

(4) Branch IV. As the Local Self-Government Scheme is being developed, it is unnecessary to say much at present about the work of Local Board Section. The Medical Code and the Public Health Manual are long overdue.

(5) Branch V. The Secretariat Officer of this branch says he does not check the diaries of case-workers. I think he should be requested to do so.

The compilation of general standing orders is long overdue.

(6) Branch VI. This Branch has set a good example by compiling all the standing orders relating to each Department dealt with here. The other remarks against Branch I apply to this also.

(7) Branch VII. The Muzrai's Manual is now in the Press. The other remarks against Branch I apply to this also.

(8) Branch VIII. This branch

has got a separate Manual about its work.

(h) Duties of the Secretary.

In my Note on decentralization in Members' Departments, the powers and duties of the Secretary as laid down in the Secretariat Manual and the Council Rules are described.

The following duties actually discharged in practice may also be specifically laid down in the Council Rules.

(1) Watching the working of Special Schemes in operation in the Department and reviewing them periodically.

(2) Revision and consolidation of,-

(a1). the Rules framed under Regulations administered in the Department; and

(a2). the Standing Orders.

(3) Revision of Departmental Manuals according to the latest order dated 21st December 1916 in collaboration with the Efficiency Audit Branch.

(4) Making periodical progress reports of action taken in the following cases,-

a1. Programme of important work.

a2. Notes of Deputy Commissioners' Meetings.

a3. Dassara Representative Assembly proceedings.

a4. List of promises made by the Dewan at the Dassara Representative Assembly.

a5. Replies to Legislative Council Interpellations.

a6. Reports of Committees and Conferences.

(5) Taking action, in advance of the due dates, about the transfers, postings and appointments in the Departments under the instructions of the Member and Dewan.

(6) Responsibility for Council work pertaining to the Department and for matters referred to him by the Dewan.

(7) Drawing up programmes of work under the instructions of the Member and Dewan.

(i) Work of the Efficiency Audit Branch.

This has been separately dealt with in the body of the Note.

(j) Difficulty in the recruitment of Clerks.

This is dealt with in the Notes of inspection of Branch I by the Dewan.

(k) Difficulty in getting special establishment for emergent work.

This has been felt both in July 1916 and December 1916 when special establishment had to be organised for my special work.

APPENDIX C.

1. Lengthiness of the Imperial and Provincial Codes.

This question has been partly dealt with in Appendix B clause (d). As regards the Imperial Codes paras 158, 169, 227-9, 315 of Vol.I of the Report of the Royal Commission may be referred to.

APPENDIX D.

1. Defectiveness of the Secretariat Manual.

(a) This has been partly dealt with in Appendix B clause (b).

(b) The other points in which the Secretariat Manual is defective are,-

(1) That it does not define the duties of Secretariat Officers in sufficient detail and that the O.M. which defines these duties should be incorporated in the Manual.

(2) That there are other similar memos like the memo about Superintendents which have to be incorporated in the Manual.

(c) The following additional duties should be imposed on Secretariat Officers.

(1) Drawing up monthly programmes of important work in the branch (this is also referred to in the booklet of suggestions for improving the efficiency of officers).

(2) Revision of the list of items of work and hints on case-work in the branch.

(3) Preparation and periodical revision of the list of recurring reports and

difficult to eradicate.

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13. Summary.

The recommendations made in paras 7 to 11 may be summarized thus

(a) A minimum period of service in the Districts must be insisted upon in the case of Secretariat ---- officers and a certain period of -- tenure--liable to extension in special cases--should be fixed.

(b) The list of periodical reports and returns should be revised ----- periodically, all superfluous reports being abolished.

(c) That unnecessary demands for reports should not be made on District Officers.

(d) That administrative Codes and Manuals should be simplified as far as possible.

(e) That effect should be given to the G.P. dated 3-2-1914 (P.3-4 of the Manual of Efficiency Audit) by the appointment of an officer of the Deputy Commissioner's rank and experience as Efficiency Audit Officer.

(f) Periodical conferences of Superintendents, Secretariat Officers, and Secretaries should be held to concert measures for giving effect to the provisions of the Secretariat Manual and for revising them from time to time.

(g) That routine draft forms -- should be standardized in all the Secretariats.

(h) That Mysore officers should

returns - with a view to abolish the superfluous returns.

(4) Periodical issue of selections from Records of Government; keeping a note on the important files in the Branch (all A files and important B files).

(5) Preparation of Calendars, programmes and responsibility sheets in all work of a continuous nature like Dassara Representative Assembly work, Economic Conference, &c.,

occasionally be deputed to Madras and Bombay for training in their Secretariats and that leave concessions as in the case of certain technical officers should be granted to officers in the General and Revenue Departments.

(i) That really overworked officials in the Secretariat should be given facilities for week end excursions.

(j) That the existing arrangements for the recruitment of clerks may be revised

(k) That the establishment of the Secretariat may be revised so as to ensure the proper working of the rules in the Secretariat Manual and the keeping of a reserve staff for ----- emergencies.

(l) That the Secretariat Manual should be revised and simplified on the lines suggested by the Secretariat officers.

14. Certain matters not touched upon.

In the above note I have not referred to certain institutions ---- attached to the Secretariat

(a) The Secretariat Club.

(b) The Savings Association etc., as they have only an indirect bearing on decentralization.

15/1/17

2nd minister

I. The work in the General and Revenue Secretariat has largely increased of late years and the increase is in the main due to the following causes:-

(1) Increase in the number of petitions received.

(2) Increase in correspondence due to the institution of new departments and schemes.

(3) Increase in the number of reports and returns.

(4) Increase in the number of registers and lists required to be maintained in Branches and Sections.

(5) The preparation of Draft Final Notes and Draft Submission Notes in Branches.

(6) Frequent need for fair drafts.

(7) Frequent calls for statistics of office business.

II. The question of increasing the strength of the establishment to cope with the increase of work is being separately considered.

III. The following suggestions are made with a view to economise time and work in the office:-

1. Insufficiently stamped petitions, petitions which could have been presented to a lower authority, anonymous petitions etc., are being too freely accepted. It is desirable

to

to call attention to the rules regarding the prepentation and disposal of petitions contained in Sections 325, 327 and 328 of the Manual and Government Order No.G.8721-70"E & A 33-14-1 dated 11th February 1915.

2. The list of reports and returns received in the Secretariat may be examined with a view to superfluous returns being abolished.

3. The preparation of Draft Final Notes and Draft Submission Notes may with advantage be done in the Dewan's office and the establishments of Members of Council in accordance with the old practice. Under this arrangement secrecy would be better maintained and the disposal of cases expedited.

4. Calls for statistics take up much of the time of the Branch ------ Superintendents and Diarists and contribute to delay in the distribution of letters and files amongst the officials and submission of files to Secretariat officers. The special returns in respect of the following special classes of business may be dispensed with:--

(a) Statement of disposal of petitions received by the Dewan --submitted monthly.

(b) List showing the progress and disposal of subjects referred to in the

the tour notes of the Members of Government submitted once in 3 months.

(c) List of subjects referred to in the Dasara Assembly. This may be furnished once a year in August or September and not at more frequent intervals.

(d) Enquiries with respect to the submission of returns due to the Residency and Local Governments in British India.

The fortnightly list of disposals may be conveniently converted into a monthly return and its scope expanded as shown in the annexed forms

This with the arrear and suspend lists will give all the information required.

(e) Quarterly progress reports of Important subjects receiving attention in the various departments.

5. In this connection it is also suggested that the time limit register of officers and establishments etc., now required to be maintained in the Branches may be dispensed with, the necessary entries being made in the Sus B. Register.

6. Much of the case-worker's time is taken up in writing fair drafts Such drafts may be dispensed with wherever possible.

7. Heads of Branches may be empowered--

(1) to pass drafts of routine communications especially those which go in prescribed standard forms the fair copies alone being submitted for signature to officers concerned;

(2) to sign reminders and to file intermediate replies to such reminders.

(3) to comply with requisitions, for books, spare copies, etc.,

(4) to authenticate copies of documents applied for by parties and ordered to be given;

(5) to sign all copies of letters that go as enclosures.

(6) A stricter adherence to the rules of the Office Manual by the case-workers in regard to noting and submission of files will result in much saving of time and enable them to get through more work.

(7) The more experienced senior clerks and all Assistant Superintendents may be permitted at the Superintendent's discretion to submit papers direct to Secretariat Officers.

IV. Proposals regarding officers.

(1) The Assistant and Under Secretaries may be authorised to dispose of all cases included in List IV of Official Memorandum No.C.8-10 dated 10th October 1915; items 2, 3, 5 (so far as first class powers are concerned) being excepted.

(2) Assistant and Under Secretaries may also be formally authorised to submit direct to Member all routine cases, especially those which involve bulky records e.g., Revenue and Muzrai appeals.

(3) The rules requiring the ----- Secretary to personally sign contingent bills official communications (even of a routine character) to certain officers such as the Chief Commandant, demi official communications (of a routine nature to Heads of Departments) etc., may be withdrawn--the rules being amended where necessary.

(4) The following subjects comprised in 'Dewan and Member' (List I); or 'Two Member' subjects (List II), may be treated as 'One-Member' subjects (List III).

<u>Items of List I proposed to be transferred to List III.</u> 11, 12, 14, 15 (unless the revision is extensive) 18, 19, 27, 28, 33.

<u>Items of List II proposed to be transferred to List III</u>. 3, 4, 8, 10A 11, 12, 19, 20 and 22.

602

G.R.S. 13]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

Note by the Registrar & A.S. Br VIII, in regard to the decentralization & reduction of work in the Gen & Rev Sectt.

I fully concur with the Note referred to above, which reflects my own views on the subject in most cases.

2. A few marginal remarks have been made by way of concurrence or additional suggestions, which speak for themselves.

3. Submitted

Special duty officer

MSR 579/16

D. 72
5.9.16.

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

GPB—50,000—5-8-15

I. The work in the General and Revenue Secretariat has largely increased of late years and the increase is in the main due to the following causes:--

(1) Increase in the number of petitions received.

(2) Increase in correspondence due to the institution of new departments and schemes.

(3) Increase in the number of reports and returns.

(4) Increase in the number of registers and lists required to be maintained in Branches and Sections.

(5) The preparation of Draft Final Notes and Draft Submission Notes in Branches.

(6) Frequent need for fair drafts.

(7) Frequent calls for statistics of office business.

II. The question of increasing the strength of the establishment to cope with the increase of work is being separately considered.

III. The following suggestions are made with a view to economise time and work in the office:-

1. Insufficiently stamped petitions, petitions which could have been presented to a lower authority, anonymous petitions etc., are being too freely accepted. It is desirable

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to call attention to the rules regarding the presentation and disposal of petitions contained in Sections 325 327 and 328 of the Manual and Government Order No.G.8721-70/E & A 33-14-1 dated 11th February 1915.

These are being observed in Br I. Formerly petns which might have been presented to a lower authority were frequently being forwarded to such authority for disposal. These are now ref under Rule 321 of the Office Manual. Never-the-less petitions bulk largely in the work of the Branch

2. The list of reports and returns received in the Secretariat may be examined with a view to superfluous returns being abolished.

3. The preparation of Draft Final Notes and Draft Submission Notes may with advantage be done in the Dewan's office and the establishments of Members of Council in accordance with the old practice. Under this arrangement secrecy would be better maintained and the disposal of cases expedited.

4. Calls for statistics take up much of the time of the Branch ------ Superintendents and Diarists and contribute to delay in the distribution of letters and files amongst the officials and submission of files to Secretariat officers. The special returns in respect of the following special classes of business may be dispensed with:--

May be made quarterly

(a) Statement of disposal of petitions received by the Dewan--submitted monthly.

(b) List showing the progress and disposal of subjects referred to in the

May be made half yearly.

the tour notes of the Members of Government submitted once in 3 months.

(c) List of subjects referred to in the Dasara Assembly. This may be furnished once a year in August or September and not at more frequent intervals.

(d) Enquiries with respect to the submission of returns due to the Residency and Local Governments in British India.

Yes.

The fortnightly list of disposals may be conveniently converted into a monthly return and its scope expanded as shown in the annexed forms.

This with the arrear and suspend lists will give all the information required.

May be done away with

(e) Quarterly progress reports of Important subjects receiving attention in the various departments.

Yes.

5. In this connection it is also suggested that the time limit register of officers and establishments etc., now required to be maintained in the Branches may be dispensed with, the necessary entries being made in the Sus B. Register.

6. Much of the case-worker's time is taken up in writing fair drafts. Such drafts may be dispensed with wherever possible.

7. Heads of Branches may be empowered--

(1) to pass drafts of routine communications especially those which go in prescribed standard forms the fair copies alone being submitted for signature to officers concerned;

(2) to sign reminders and to file intermediate replies to such reminders.

(3) to comply with requisitions, for books, spare copies etc.,

(4) to authenticate copies of documents applied for by parties and ordered to be given;

(5) to sign all copies of letters that go as enclosures.

(6) A stricter adherence to the rules of the Office Manual by the case-workers in regard to noting and submission of files will result in much saving of time and enable them to get through more work.

Certainly.

(7) The more experienced senior clerks and all Assistant Superintendents may be permitted at the ------- Superintendent's discretion to submit papers direct to Secretariat Officers.

I agree

IV. Proposals regarding officers.

(1) The Assistant and Under ------ Secretaries may be authorised to dispose of all cases included in List IV of Official Memorandum No.C.8-10 dated 10th October 1915; items 2, 3, 5 (so far as first class powers are concerned) being excepted.

This is certainly desirable, but if it is considered that this would be giving too much power to A.S & U.S's the authority may be restricted to routine or unimportant cases & cases not involving more than Rs 500 in amount. I would propose that the following papers which do not find a place in list IV may be permitted to be disposed of by Asst Secs on their own responsibility (Vide list attached)

(2)

Yes.

Revenue appeal cases are being submitted direct.

(2) Assistant and Under Secretaries may also be formally authorised to submit direct to Member all routine cases, especially those which involve bulky records e.g., Revenue and Muzrai appeals.

(3) The rules requring the ------ Secretary to personally sign contingent bills official communications (even of a routine character) to certain officers such as the Chief Commandant demi official communications (of a routine nature to Heads of Departments) etc., may be withdrawn--the rules being amended where necessary.

(4) The following subjects comprised in 'Dewan and Member' (List I); or 'Two Member' subjects (List II), may be treated as 'One-Member' subjects (List III).

<u>Items of List I proposed to be transferred to List III</u>. 11, 12, 14, 15 (unless the revision is extensive) 18, 19, 27, 28, 33.

<u>Items of List II proposed to be transferred to List III</u>. 3, 4, 8, 10 A, 11, 12, 19, 20 and 22.

List of routine papers etc which may be permitted to be disposed of by Assistant Secretaries and Under Secretaries with special ref^e to the Rev Deptt

(1) Drafts Calling for further information on any subject.

(2) Drafts passing orders in accordance with the recorded opinion of the Sec^y or Member or Dewan in cases in which such ~~cases are not~~ drafts have not been specifically required to be submitted for approval, no exception being made in the affair

(3) ~~Note~~ Draft notifications to appear in Gazette now req^d to be submitted to the Sec^y.

(~~3~~) Note: Important cases and those involving doubt or delicacy to be excepted

(~~4~~ 3) Drafts merely recording & letters & Correspondence except in important cases.

(4) Drafts forwarding pet^ns for disposal or report

(5) Drafts forwarding arrear claims

Coming up to fool under Ar-5 c.p.c.
to the Comptroller for audit, except
in cases where the amount involved
is large say 500 Rs.

6) ~~to~~ Drafts sanctioning Potgi
bills in connection with
revised settlement, where the
amount involved is less than
500 Rs.

Mesa
5/9/46

F. m. 306 of 46

G.R.S. 13]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

Regarding the note of Asst Secy, about reduction of work in the Secretariat, I generally agree. I consider that the suggestion that Submission notes may be prepared in the Dewans Office is not to be recommended as it will mean duplication of work & study of the file over again by the Dewans Office. The Clerk or Asst Secy who deals with the file from the beginning is the person who can put up a submission note with the least difficulty and I think this practice may continue. The following suggestions may be considered:—

1. Not a bill or contingent bill should come to Sectt for counter signature as the Sectt can do this work only in a mechanical manner. In the case of contingent bills, the system of contract contingencies should be largely increased.

2. The Comptr should investigate arrears claims of less than 2 years old without special sanction of Govt as he was doing a few years ago. The allocation of the period to one year as now in force has brought on the Sectt unnecessary work.

3. Pensions not exceeding Rs 10 in amount may, when reported on by Comptr be sd by the Dept. Heads of Police, Educn, Excise Dept to, if no concessions are involved and only the amount reported on by Comptr is sd.

4. In the case of minor departments annual reports may be got once in three years & the reviews thereon may be sd by members of Dewan.

5. Appd by members of Dewan.

Regard bills of Excise Rev Dept to Inand as may be sd by Sr Comr

~~7. Contribution Reports~~

Recd on opt. duty)

25.8.46

Diary No. 61
of 26/8/46.

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

GPB—50,000—5-8-13.

I. The work in the General and Revenue Secretariat has largely increased of late years and the increase is in the main due to the following causes:--

(1) Increase in the number of petitions received.

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(6) Frequent need for fair drafts.

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II. The question of increasing the strength of the establishment to cope with the increase of work is being separately considered.

III. The following suggestions are made with a view to economise time and work in the office:-

1. Insufficiently stamped petitions, petitions which could have been presented to a lower authority, anonymous petitions etc., are being too freely accepted. It is desirable

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to call attention to the rules regarding the presentation and disposal of petitions contained in Sections 325 327 and 328 of the Manual and Government Order No.G.8721-70/E & A 33-14-1 dated 11th February 1915.

2. The list of reports and returns received in the Secretariat may be examined with a view to superfluous returns being abolished.

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(c) List of subjects referred to in the Dasara Assembly. This may be furnished once a year in August or September and not at more frequent intervals.

(d) Enquiries with respect to the submission of returns due to the Residency and Local Governments in British India.

The fortnightly list of disposals may be conveniently converted into a monthly return and its scope expanded as shown in the annexed forms.

This with the arrear and suspend lists will give all the information required.

(e) Quarterly progress reports of Important subjects receiving attention in the various departments.

5. In this connection it is also suggested that the time limit register of officers and establishments etc., now required to be maintained in the Branches may be dispensed with, the necessary entries being made in the Sus B. Register.

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Dapre

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(5) to sign all copies of letters that go as enclosures.

(6) A stricter adherence to the rules of the Office Manual by the case-workers in regard to noting and submission of files will result in much saving of time and enable them to get through more work.

(7) The more experienced senior clerks and all Assistant Superintendents may be permitted at the Superintendent's discretion to submit papers direct to Secretariat Officers.

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(3) The rules requring the ------ Secretary to personally sign contingent bills official communications (even of a routine character) to certain officers such as the Chief Commandant demi official communications (of a routine nature to Heads of Departments) etc., may be withdrawn--the rules being amended where necessary.

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G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

D 101
8 30/9/46

The first observation that one is constrained to make in regard to the increase in the work of the Secretariat is that for want of a collection of all standing orders in each Section, the disposal of cases is very much delayed and this is particularly so in regard to the work of branches.

Searches in the Registry and files entail much time and labour, and a great deal depends in such cases on the memory of individual caseworkers. The Efficiency and Opt., no doubt, is trying to publish manuals of all the standing orders, but this does not seem to be sufficient, and each caseworker must be induced to keep a copy of all the important orders, and so make a collection of such orders for the previous years. This will facilitate the speedy disposal of cases, and make the caseworker thorough and up to date.

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 81—GPB—60,000—20-7-16.

75

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

2. The most general observation is that the Superintendents should see that the instructions contained in the manual are strictly followed. If any superintendent does not attend to this work, not only should this be noted by the Secretary, but suitable punishment should be awarded. If necessary, he should be removed, and a more competent one appointed in his place. The rules in the manual have practically become obsolete because they are not enforced by the staff in regard to the branch in his control. ~~Also experience~~. For example, Rules 132 and 135 appear to me to be a dead letter in practice. If these rules are enforced, there would be a clear connected note, and much of the time of the members now wasted in wading through a number of pages of notes would be saved, and expedition of work would be ~~obtained~~ guaranteed.

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W.D. 81—GPB—60,000—20.7.16

G.R.S. III—3]

Routine Notes.

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It seems to me that if the superintendent and the caseworker only do the work allotted to them, and observe only the manual, there can be no doubt that there would be added improvement in the disposal of cases.

3. When there are certain chronic petitioners who are never tired of presenting petitions to the Members of Govt. though their cases have been finally disposed of by Govt. after a careful examination of their cases merits. It seems necessary that such petitions should not be entertained but rejected summarily. A slight examination of the petitioner (whether) his case was already before the Govt, and (whether) any endorsement was issued to their note ~~[illegible]~~ enable the office to dispose of the petitions very quickly and satisfactorily.

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W.D. '81—GPB—60,000—20-7-16

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

4. In all cases of final Notes, it seems to me that they should be prepared by the staff of the Member in charge and if there is any doubt or complication, they may be informally sent to the Assistant Secretary for verification. The adoption of such a procedure will save the clerks and the branch from ~~a lot of~~ much labour, and time. The present procedure involves delay, and cannot insure efficiency. As regards the draft Submission Notes, which involve very little labour in the majority of cases, the staff in the D.O. can manage the work, and the passing of the files from the Sec. to the Assistant Sec., from him to the Branch back again for including a nothing few lines may be very conveniently avoided.

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W.D. 84—GPB—60,000—20-7-16

7B

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

5. As regards List IV Subjects, the Assistant Secretaries must be invested with the power to dispose of all cases, except cases in which ~~the~~ Magisterial Powers have to be exercised or the recommendation of the Chief Court. They should also be authorised to ~~[illegible]~~ sign contingent bills &c. This will relieve the Secretaries of a great deal of routine work, and in cases of doubt, delicacy or importance, the Assistant Secy should always have the liberty of submitting the papers to the Secretary.

6. Remission of Sentences ~~[illegible]~~ cases of generally fall in the Schedule. It will be very convenient if the practice now in vogue is definitely adopted ~~as [illegible]~~ under the present practice, all cases of death sentence, and sentences of transportation for life and submitted respectfully

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W.D. 84—GPB—60,000—20-7-16

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

to His Highness even though no amendments proposed are intended to be given. The Minutes, are treated as schedule matter only if amendments proposed by the Member in charge of the Judicial Section. Similarly it seems to me that ~~every~~ rejection of any amendment on the chief cont ~~that~~ need not be treated as a schedule matter. ~~Not~~ Details in this respect will be submitted, if necessary.

9. It is also necessary that the present procedure as regards the legislative work of the Branch should be regularised. The various stages of the procedure, and the principles of preparing and checking the agenda should be incorporated in the Manual or in a separate memorandum.

Submitted

E Srinivasa

30/8

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 81—GPB—60,000—20-7-16

Mr Thyagaraja Aiyar

805

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

The ~~first~~ only suggestion I have to make with reference to the enclosed memo is that the clerical staff of every Branch should be fixed ~~now~~ for with the regard to leave vacancies & should not be indented upon for other work in special seasons or ~~on~~ for vacancies in other branches.

I would also suggest Heads of Depts being entrusted with larger powers of expenditure within sanctioned grants to ~~avoid~~ minimise work in Secretariat ~~work~~ connected with ~~the~~ appl^ns for sanction for petty items of expenditure.

R. Probyn
for Secy

~~Secy~~ Ker Secy
for Spl. Duty

I. The work in the General and Revenue Secretariat has largely increased of late years and the increase is in the main due to the following causes:—

(1) Increase in the number of petitions received.

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(5) The preparation of Draft Final Notes and Draft Submission Notes in Branches.

(6) Frequent need for fair drafts.

(7) Frequent calls for statistics of office business.

II. The question of increasing the strength of the establishment to cope with the increase of work is being separately considered.

III. The following suggestions are made with a view to economise time and work in the office:-

1. Insufficiently stamped petitions, petitions which could have been presented to a lower authority, anonymous petitions etc., are being too freely accepted. It is desirable

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to call attention to the rules regarding the presentation and disposal of petitions contained in Sections 325 327 and 328 of the Manual and Government Order No.G.8721-70/E & A 33-14-1 dated 11th February 1915.

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4. Calls for statistics take up much of the time of the Branch Superintendents and Diarists and contribute to delay in the distribution of letters and files amongst the officials and submission of files to Secretariat officers. The special returns in respect of the following special classes of business may be dispensed with:--

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the tour notes of the Members of Government submitted once in 3 months.

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5. In this connection it is also suggested that the time limit register of officers and establishments etc., now required to be maintained in the Branches may be dispensed with, the necessary entries being made in the Sus B. Register.

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(5) to sign all copies of letters that go as enclosures.

(6) A stricter adherence to the rules of the Office Manual by the case-workers in regard to noting and submission of files will result in much saving of time and enable them to get through more work.

(7) The more experienced senior clerks and all Assistant Superintendents may be permitted at the Superintendent's discretion to submit papers direct to Secretariat Officers.

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(2)

I am given to understand that an Order on this Subject was passed when the V. P. Madhava Rao was Dewan.

(2) Assistant and Under Secretaries may also be formally authorised to submit direct to Member all routine cases, especially those which involve bulky records e.g., Revenue and Muzrai appeals.

(3) The rules requiring the ----- Secretary to personally sign contingent bills official communications (even of a routine character) to certain officers such as the Chief Commandant, demi official communications (of a routine nature to Heads of Departments) etc., may be withdrawn--the rules being amended where necessary.

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<u>Items of List II proposed to be transferred to List III.</u> 7, 4, 8, 10A 11, 12, 19, 20 and 22.

Whether it is necessary to sign printed Copies of Orders and whether it would not be enough to send them with printed signatures may be considered.

Daing No. 57
25.8.46

The Suggestions made in this note may be adopted.

(Sd. Leo Leroy on Special duty)

U/ 25/8/46

I. The work in the General and Revenue Secretariat has largely increased of late years and the increase is in the main due to the following causes:--

(1) Increase in the number of petitions received.

(2) Increase in correspondence due to the institution of new departments and schemes.

(3) Increase in the number of reports and returns.

(4) Increase in the number of registers and lists required to be maintained in Branches and Sections.

(5) The preparation of Draft Final Notes and Draft Submission Notes in Branches.

(6) Frequent need for fair drafts.

(7) Frequent calls for statistics of office business.

Submitted for marginal notes.
24/8

Dairy No. 58
D/25.8.1916.

II. The question of increasing the strength of the establishment to cope with the increase of work is being separately considered.

III. The following suggestions are made with a view to economise time and work in the office:-

1. Insufficiently stamped petitions, petitions which could have been presented to a lower authority, anonymous petitions etc., are being too freely accepted. It is desire

I fully agree — Such petitions may not be

92

Taken notice of. If anonymous they may be destroyed. If signed, return with petitions to be presented with proper authority with an endorsement on the same by.
K/8

to call attention to the rules regarding the presentation and disposal of petitions contained in Sections 325 327 and 328 of the Manual and Government Order No.G.8721-70/F & A 37-14-1 dated 11th February 1915.

2. The list of reports and returns received in the Secretariat may be examined with a view to superfluous returns being abolished.

3. The preparation of Draft Final Notes and Draft Submission Notes may with advantage be done in the Dewan's office and the establishments of Members of Council in accordance with the old practice. Under this arrangement secrecy would be better maintained and the disposal of cases expedited.

The whole file will have to be read by them. This may delay work.
K/-

4. Calls for statistics take up much of the time of the Branch ----- Superintendents and Diarists and contribute to delay in the distribution of letters and files amongst the officials and submission of files to Secretariat officers. The special returns in respect of the following special classes of business may be dispensed with:--

(a) Statement of disposal of petitions received by the Dewan--submitted monthly.

(b) List showing the progress and disposal of subjects referred to in the

the tour notes of the Members of Government submitted once in 3 months.

(c) List of subjects referred to in the Dasara Assembly. This may be furnished once a year in August or September and not at more frequent intervals.

(d) Enquiries with respect to the submission of returns due to the Residency and Local Governments in British India.

The fortnightly list of disposals may be conveniently converted into a monthly return and its scope expanded as shown in the annexed forms.

This with the arrear and suspend lists will give all the information required.

(e) Quarterly progress reports of Important subjects receiving attention in the various departments.

5. In this connection it is also suggested that the time limit register of officers and establishments etc., now required to be maintained in the Branches may be dispensed with, the necessary entries being made in the Sus B. Register.

6. Much of the case-worker's time is taken up in writing fair ---- drafts. Such drafts may be dispensed with wherever possible.

Fair drafts are a necessity

A typist may be attached to each branch for this & other urgent DO correspondence.

94

7. Heads of Branches may be empowered--

(1) to pass drafts of routine communications especially those which go in prescribed standard forms the fair copies alone being submitted for signature to officers concerned;

At present the prescribed forms are often cleared with. In other cases, asst Secretaries may approve the drafts by. Do

(2) to sign reminders and to file intermediate replies to such reminders.

Yes

(3) to comply with requisitions, for books, spare copies etc.,

Yes

(4) to authenticate copies of documents applied for by parties and ordered to be given;

(5) to sign all copies of letters that go as enclosures.

asst Secretaries may sign. Better not to separate the letter from the enclosure by.

(6) A stricter adherence to the rules of the Office Manual by the case-workers in regard to noting and submission of files will result in much saving of time and enable them to get through more work.

Yes.

(7) The more experienced senior clerks and all Assistant Superintendents may be permitted at the ------ Superintendent's discretion to submit papers direct to Secretariat Officers.

Yes

This is by some now in some cases.

IV. Proposals regarding officers.

(1) The Assistant and Under ------ Secretaries may be authorised to dispose of all cases included in List IV of Official Memorandum No.C.8-10 dated 10th October 1915; items 2, 3, 5 (so far as first class powers are concerned) being excepted.

Yes.

(2)

95

(2) Assistant and Under Secretaries may also be formally authorised to submit direct to Member all routine cases, especially those which involve bulky records e.g., Revenue and Muzrai appeals.

(3) The rules requring the ------ Secretary to personally sign contingent bills official communications (even of a routine character) to certain officers such as the Chief Commandant demi official communications (of a routine nature to Heads of Departments) etc., may be withdrawn--the rules being amended where necessary.

(4) The following subjects comprised in 'Dewan and Member' (List I); or 'Two Member' subjects (List II), may be treated as 'One-Member' subject (List III).

<u>Items of List I proposed to be transferred to List III</u>. 11, 12, 14, 15 (unless the revision is extensive) 18, 19, 27, 28, 33.

<u>Items of List II proposed to be transferred to List III</u>. 3, 4, 8, 10 A, 11, 12, 19, 20 and 22.

Name of Department.	Papers which now come up to Government and which are now disposed of by Member but which may be disposed of either by Secretary or by Head of the Department.	which are now disposed of by Dewan + Member but which may be disposed of by Member in Charge.	which are now disposed of by two Members but which may be disposed of by the Member in charge.	which are now disposed of by the Council as a whole i.e. as Scheduled matters but which may be disposed of by Member himself or by Dewan and Member owing to the routine nature of the Subject	Remarks.

97 8

G. R. S. 12]

Confidential

General and Revenue Secretariat. | File No. of 191 .

Serial No.

Copies of a note drawn up by the Registrar and the Assistant Secretary Branch VIII in regard to decentralization in Secretariat are circulated to the Secretariat Officers in charge of Branches I to VII with a request that they will be so good as to make any supplementary suggestions so far as their respective Branches are concerned.

2. It is requested that this may be kindly treated as urgent.

3. Spare copies of the note one for each Branch are herewith sent.

Draft

16/8/16.

Please see separate note put up herewith.

I have also sent duly filled up the tabular statement sent with your memo of 7th Aug. 16

12.8.16

NOTE—Contn. sheet.

GPB—70,000—17-12-15

Note

Subject – Decentralization in the Secretariat work —

I have carefully gone through the note prepared by the Assistant Secretary Br VIII and the Registrar. The proposals made are well considered and are calculated to ease the pressure to some extent.

2. It is proposed to transfer certain items of work from lists I & II to list III. Items 14 & 15 of list I and 20 of list II relate to the Nungai Branch. While agreeing to the above proposals, I beg to state that even under items 13, 17 and 17 A matters of more or less trivial importance may come up for orders. These also may well be transferred to List III, except when large interests are involved. As in such cases the papers will have to be submitted to the Dewan before issue of orders under Proviso 1 of Section 5 of Council Rules of business, it seems to me that all the items 13, 14, 15, 17 & 17 A of list I and 20 of list II may with advantage be transferred to List III.

3. I would also suggest that the following matters may be added on to List IV for disposal by the Secretary in addition

to items 17 & 18 in the list.

(1) Sanction and notification of appointments of Dharmadarsis of Muzrai Institutions.

(2) Revision of scales of income and expenditure of minor institutions.

(3) Travelling allowance bills of Muzrai establishments.

(4) Sanction of arrears of Jasdiks to Muzrai Institutions and of pay and allowances to Muzrai servants.

(5) Transfer and renewal of hereditary personal stipends and payment of arrears.

(6) Leases of temple lands when the order is to be in accordance with the Deputy Commissioner's recommendations.

Naravanaiyer
12. Sept: 1916.

Name of Department.	Papers which now come up to Government and				Remarks.
	which are now disposed of by Member but which may be disposed of either by Secretary or by Head of the Department.	which are now disposed of by Dewan and Member but which may be disposed of by Member in charge.	which are now disposed of by two Members but which may be disposed of by the Member in charge.	which are now disposed of by the Council as a whole i.e., as Scheduled matters but which may be disposed of by Member himself or by Dewan and Member owing to the routine nature of the subject.	
Muzrai Branch (VII) of the G.R.S.	(1). Sanction & notification of appts of Dharmadarsis of Muzrai Institutions. 2) Revision of scales of income & expenditure of minor institns. 3) T/A bills of Muzrai establt. 4) Sanction of arrears of Inadiks to Muzrai Institns and of pay & allowances to Muzrai servants. 5) Transfer & renewal of hereditary personal stipends and payt of arrears. 6) Leases of temple lands when the order is to be in accordance with the Deputy Comrs recommendations.	Items 13, 14, 15, 17 & 17 A of List I.	Item 20 of list II	Item 16 of Schedule is the only matter which has a special reference to the Muzrai Deptt. As at present worded the subject will include great many questions of trifling importance. It may, perhaps, be an advantage to restrict council consideration to the first recognition of title of Mathadhipatis to insignia such as Adda Palki, Pancha-Kalasa, Swetachatri, Davale Sankha, Hagalu Deevatige, Pancha Deevatige, Nakara Thorana, salutes, Military escort and Public receptions.	

Lihar amendments
12. 9. 16.

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

My dear Mr Thyagaraja Iyer.

I am obliged to you for giving me an opportunity of seeing the file on the Decentralisation of work in the Secretariat. I have read the papers carefully & I agree generally in the observations contained in Sections I II & III of the Note of the Asst Secy, Branch VIII. There are one or two matters in this connection on which I would like to ~~say~~ make a few remarks:-

As regards the preparation of draft final & Submn Notes, it no doubt throws additional work on the office; but as they ~~are~~ mainly recapitulate the facts of the case the Branch or the officer dealing with it will be in an extremely advantageous position to prepare them with facility. Such notes are now being sent up by all the other Secretariats

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 81—GPB—60,000—20-7-16

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

When papers are submitted to the Dewan for orders. I may perhaps add that, with the institution of the system of final Notes by members of Council, the Subm^n Note to H H has been considerably curtailed + printed forms are in use in routine cases.

I think it will facilitate despatch of work if a typist is provided for each branch for urgent work. The typing Section is naturally unaware of the relative urgency of papers + some delay in urgent cases is the result. It is also necessary to give a short hand typist to each Secretary to Govt. The need for this has become quite apparent.

As regards Section IV of the Note I have a few remarks to make. I think it is not desirable to lay down a rigid rule that asst + under Secretaries should be empowered to dispose of cases included in Sect IV

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

While in practice the Sec.ᵗ Officer in charge of a Branch may dispose of many of these matters, the idea that the Sec.ᵗ should be responsible for them should be retained & any ~~and~~ arrangement in ~~this~~ this respect should be ~~by~~ based on a mutual understanding between the Sec.ᵗ & ~~the Officer~~ his ass.ᵗ.

Nor do I quite agree as regards the suggestion in para (4) that all the items mentioned there should be transferred from list I to III. Items 12, 27, 28 & 33 are specially important subjects which the Head of the Adm.ⁿ should be kept informed. In any case, ~~items~~ 27 & 33 should remain in list I.

There is one point not touched in the file but to which I may refer. Papers are sometimes marked at present even to the Member & Dewan. If the Member ~~who~~ requires further information ~~that~~ not already available the file automatically comes

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 81—GPB—60,000—20-7-16

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

to the Dewan who is unable to pass final orders in the absence of such information. It will perhaps save some time if papers are first marked only to the member even as regards items in List I. & after he has dealt with it finally, sent up to the Dewan. This procedure will be useful in another way because it will enable drafts to be put up in accordance with the members' views for the Dewan's approval.

I need hardly add that the above represents only my own personal view in the matter.

Yours sincerely

Gopalaswami

Under Sec.

23/12/16

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 81—GPB—60,000—20-7-16

Memorandum on the System of Noting in the Departments of the Government of India.

I desire in this Note to invite the attention of my Colleagues and of the Secretaries of Departments to the manner in which business is conducted in the various offices of the Government of India, to the excessive noting and writing which are the characteristics of that system, to the delays involved in inter-departmental communication, with its complicated chain of reference and annotation, to the method in which the record of our proceedings is printed and kept, and to the effect which these features of the Indian practice are demonstrably exercising upon the despatch of business and the efficiency of Government.

It is in no academic spirit that I initiate this discussion, but with the definite and practical object of suggesting alterations and improvement which shall bring the Indian system more into harmony with the results of administrative experience elsewhere, and with the exigencies of Government in India itself. Not even the most confirmed adherents of the existing system, who have been brought up under its influence, affect to deny the exaggeration by which some of its best features have

been defaced.

It is, however, so powerful, and has established so masterful a hold over the faculties of its victims that all previous attempts at reform have failed or have been abandoned: while the whole of the Civil Service of India, trained up in a method to which they know of no alternative, and which is repeated, with very slight modifications, in every Presidential or Provincial Government throughout the country, is thus engaged in stereotyping the worst anomalies of an anomalous system. If for these reasons the stimulus of outside criticism, and of experience acquired in different schools of Government, may be useful, as tending to apply an independent test to the Indian practice, the advocates of the latter will at the same time be enabled, by the procedure which I am about to suggest, to enter any defence that there may be of a procedure which has presumably not been founded on caprice, but has grown up, however unscientifically, in response to definite requirements, and for which it is conceivable that pleas are capable of being urged, that would not at once suggest themselves to a critic from the outside world. It has been with the view of ascertaining some of these pleas and of escaping the dangers of a premature judgment, that I have refrained from raising this quetion until I have

seen the machine at work for five months. I dare not wait any longer; lest like previous would-be reformers, my senses become dulled by the routine of every-day contact, and I end by being merely an additional cog in the machine itself.

I have alluded to previous but abortive efforts at reform. The last of these was made in 1894-95. The question was raised by a Note in the Home Department in August 1894, and after being referred by the Viceroy (Lord Elgin) to the Departments, meandered peacefully through them in the normal fashion for several months, eventually emerging in September 1895. A Committee of Secretaries then met in order to arrive at a common agreement upon the desirable points of reform and to formulate the orders thereupon. These orders were finally issued in November and December 1895.

I have carefully studied the whole of these proceedings; and without any disrespect to the labours of the Committee, or to the opinions placed on record in the Notes that preceded it, I have formed the conclusions (1) that the enquiries made and views expressed barely touched the fringe of the subject; (2) that the recommendations agreed upon did ~~not~~ no more than tinker instead of reforming the system; (3) that no serious attempt has been made to carry out the most important of these

suggestions, or to obey the orders that were framed for their enforcement. For instance, strict regulations were issued as to the number of Office Notes, as to the character of precis, and as to the elimination from the final record in print of all purely routine references. The fact that these orders have been, and are every day being complacently infringed, has sharpened my anxiety to re-open a case which I should anyhow have taken up on its own merits.

The procedure which I now have in view, and in which I solicit the co-operation of my Colleagues is as follows. In this Note I propose to detail the anomalies of the existing system, as they have presented themselves to me from the experience of the past five months; and to make certain tentative suggestions as to their modification or removal. I do not propose that this Note should then itself inaugurate that perambulatory process through the departments of whose length and delays I am complaining; but that the Member and the Secretary of each Department either independently, or if they prefer to do so in collaboration, should favour me with their views upon the question at issue, both in its general aspect, and with special reference to the experience of their own Department. After collating these views, I will either submit a scheme of proposed

regulations applicable to all the Departments to my Colleagues, or, if it seems preferable, will convene a meeting of all those whose opinions have been given, at which we can discuss, and, I hope, decide upon a plan of common reform. Should we be of opinion that our plan is capable of a wider application than in the offices of the Government of India, I would then propose to send it round to all the Local Governments with a request to them to embody it, so far as ~~pee~~ practicable, in their own official and departmental procedure.

Before advancing further I should like to say that I am conscious of one great and ineradicable difference between the Indian system, and the practice of those English or Foreign departments with the working of which two of my Colleagues as well as myself are familiar. In Great Britain the offices of Government are manned from top to bottom by clerks or Secretaries, all of whom have passed a severe and often a special competitive examination, whose life-service will be devoted to the department, and who acquire early and carry with them through their careers the traditions and a great deal of the unwritten knowledge of the office. Here the case is widely different. The lower grades of the department are filled with non-gazetted officials of a class and attainments not comparable with those of the corresponding ranks in the

English offices. These clerks in India carry on with great fidelity the ministerial work of the department, but without sharing, or ever hoping to share, any of its larger responsibilities. The responsible officers at the upper end of the scale are few in number, and- what is far more serious- are constantly changing. This system has a double consequence. In the first place, it throws upon the administrative officers a labour of which they cannot expect to be relieved by their subordinates to the same extent as in English departments. Secondly, owing to the fluctuating nature of the gazetted establishment, there is much greater need for a permanent record of what may be styled the inner history of cases than there is in England. There such a record is to a large extent preserved in the inherited memory of the department. Here it requires to be perpetually put into print for the use of novices at a later stage.

There is also another difference inseparable from our Indian system of government (though as I think absurdly exaggerated in practice) which must be borne in mind. I allude to the necessity for inter-departmental reference, so much greater in the case of an administration which undertakes many functions not ordinarily associated with Government, e.g., the building and management of railways, than it is in the

case of a Government organised like that in England. These references and counter-references cannot be dispensed with here, although I think it can be shown that they are at present pursued with needless prolixity and delays. Nevertheless they are a feature inseparable from the Indian system, for which due allowance must be made.

I will notice only one more difference which is not without its effect in adding to the circumlocution of the existing system; viz., the somewhat indefinite sub-division of responsibility in the Government of India between the Member of Council, who represents a Department, and the Secretary of the Department itself. In England a Department speaks with only one voice, and that the voice of the Secretary of State who is its Parliamentary Chief. In India the loyalty of the service, and the traditions of administration, have as a rule prevented anything like schism. But in theory there are two voices- that of the Secretary and that of the Member- in the case of any disagreement between whom the Viceroy is called upon to decide (a condition of affairs that has no parallel in England). Whether this position be ideally right or the reverse, it is one that does not tend to the contraction of official noting upon cases, but rather to the reverse.

Of similar effect is another feature

of the Indian system, unknown at home, and in my judgment, susceptible of reform here, viz., the practice by which Members of Council, largely owing to conditions of accommodation, &c., for which they are not responsible, frequently do their business and write their Minutes at a distance from the office of which they are the responsible heads. This means in nine cases out of ten a Note from the Secretary and a subsequent Note from the Member, a certain amount of time being consumed while the file is being conveyed from the one to the other, and while the two Notes are being written. In England where a Secretary of State is daily in his office, this stage is constantly dispensed with by a few minutes conversation between the two parties. I should like, as is known, to see a further development of this most sensible practice in India.

There is one alleged difference between Indian and English standards which I ~~not~~ only note in passing, in order to dispute the value of the pretensions which are based upon it. It is said that Secretaries Deputy Secretaries, Under Secretaries, and Assistant Secretaries in India must write in order to prove their mettle: that only by so doing can they vindicate their abilities to the Secretary of the Department and in the last resort to the Viceroy; and that if they did not thus exercise their

faculties, the faculties themselves would remain untrained, and their owners would not qualify for the higher positions which they may hope at a later stage to fill. There is some plausibility in this plea. But I decline to accept it on more grounds than one. Firstly, official noting is designed as a help to the authority finally called upon to decide, not as a drill ground for raw recruits. Secondly, the promotion of the latter, in due ratio to their abilities and deserts, will not, in any properly organized system, depend upon the facility or even the acumen with which they may have written, but upon the opinion formed and recorded of them by their official superior, the Secretary of the Department. Thirdly, the Secretary will, under the system which I shall presently explain and recommend, give as full an opening as is required by the circumstances of the case to the young lions of his department. Fourthly, writing is not the main or final test by which we promote our young men in England; nor is there any reason why it should be or have become so here. A young man is far more likely to learn the formation and the expression of sound judgments by studying the performances of his seniors than by prematurely experimentalising himself.

With these remarks on the differences between the English and Indian systems,

which must not be forgotten in any attempt to deduce conclusions from the experience of the one for the advantage of the other, I passed an examination of the Indian system as it has so far come under my notice.

I. Method of keeping and circulating papers.

The Government of India has only arrived at its present system after trying and discarding several others. The history as traced from the practice of the Foreign Department, has been as follows:-

(1) Originally all papers were kept in MS. and were folded in four, and docketed on the outside back. During this period there seems to have been very little noting. What there was appears to have been appended in separate covers or little books.

I may mention that this system of folding is still adopted in the Foreign Office in London. The MS. despatch, invariably written upon a light blue foolscap sheet, is upon arrival folded into four, docketed, noted upon on the back of the sheet by a clerk or Under Secretary (unless a note of unusual length requires to be written- in which case minute paper of corresponding shape &

size is employed, and the Note is appended), and is then submitted to the Secretary of State, who initials the Note if he approves, or writes his own instructions if he does not.

Each paper or despatch therefore carries upon its own back the orders passed upon it. The despatch itself is subsequently printed on a single sheet, as ø one of a series, and these are bound up yearly, or more often, into volumes. None of the Notes or orders issued upon the despatch are ever printed. Should reference to them be necessary, to illustrate or to explain the history of a case, the particular filded despatches are picked out from the file, placed together in an elastic band, and submitted for perusal. Whereas in India we preserve the humblest effort of a clerk: the order of a Secretary of State and even of a Prime Minister in England are not recorded in print.

I do not propose to advocate the reintroduction of this system of folding in India, nor the introduction of this system of quasi-marginal and unprinted noting; the former, because paper perishes more quickly in the

Indian climate, and a folded document soon becomes frayed along the folds; the latter, for the reason already mentioned, namely, that, owing to the personnel of our departments, printed records are more necessary here than in England. I may, however, say that both for the expedittious discharge of business and for ease of reference, it seems to me the best system that I have so far seen.

(2) The next stage in the evolution of our papers was from 1863 to 1869. During this period they were for the first time printed, but still folded in four.

(3) From 1870 to 1882 folding in two (the papers being folded longitudinally down the centre) was the practice. During this period the Notes (called, at least in the Foreign Department, K-W. or Keep-with) were separately printed; and the sheets containing them were, as now, prefixed to the Official Proceedings, when the latter were bound together. During this simple and Saturnian age however (for it is only since then that corruption on a large scale has set in), there were four particulars in which the system

differed materially from that which now prevails, greatly to the discredit of the latter. (A) No one noted, or at least the Note of no one was finally printed, except a Secretary of Department, a Member of Council, or the Viceroy. The new criterion of Government, according to which men can only qualify for promotion by writing, had not then been discovered .(B) These Notes were of the briefest and most business-like dimensions. (C) What are now treated as demi-official communications, and separately collected, were included in the K-W., with the Office Notes. (D) Office numbers, figures, hieroglyphies, precis, paraphrases, dockets, were unknown. In one section of the print were the Proceedings duly numbered. In the other or K-W. were the printed Notes with corresponding numbers. The Notes had no connecting link with the Proceedings, beyond the numbers. This was slight, but sufficient

(4) From 1882 onwards the Flat File system was adopted, under which the papers were laid, unfolded, upon each other, both as originally received in M.S., and as

ultimately bound up ~~o~~ in print. This was a salutary change, and one which is not now likely to be ~~adopted~~ departed from. Unfortunately, at the same time or ~~s~~ soon after, were sown the first seeds of that fatal malady that has ever since increased and tightened its hold upon its victim.

The Flat File system is that adopted in the India Office and Colonial Office (and I believe in ~~t~~ the majority of the Offices) in London. But there is this difference. The Notes upon each paper are in the London Offices written in the first place, and subsequently either typed or printed, upon sheets corresponding in size to the paper received, and are affixed to it by a tag. Each paper therefore carries its own Notes or instructions, not actually upon its back, as in the case of the Foreign Office papers, but attached to it. This I believe to be the best system where an office is independent and self-sufficing. I understand that the main drawback to its adoption here is that we send home from time to

time our Official Proceedings to the India Office, and that there is convenience therefore in keeping them, both in M.S. and in print, separate from the Notes or K-W. There is also perhaps some convenience in our system, for the rapid tracing of the departmental history of any case that has extended, as do most Indian cases, over a long period of time.

As regards the method of folding and preserving papers here, I do not recommend any departure, in main principles, from the existing system. But I think that it would be to the convenience of the Departments, and certainly of Members of Council, if in circulating the files attention were paid to the following points, individually insignificant, but collectively providing a perceptible relief:-

(i) All files should have a board at the bottom (as generally supplied).

(ii) The tapes attached to these board should not be of the flimsy and breakable type in use in most of the Departments, but the stouter sort, in use in the Public Works Department.

(iii) When a file attains any size or weight a strap should be employed to hold it together for submission. This strap should be

of better make, less stiff and coarse, and with shorter and sharper prongs to the buckle, than that in common use here. A sample, as employed in the India Office, London, will be sent round to each Office.

(iv) A despatch sheet or card with the title of Department concerned printed at the top, and the subject-matter written legibly across the sheet, must be placed upon the top of every file, immediately inside the tape or strap, so that the Viceroy may see at a glance, without undoing the tape or strap, what are the Department and the subject concerned. Copies of those in use in Foreign Department can be procured.

(v) Blank sheets for noting by the Viceroy should invariably be attached to the M.S. Notes or K-W. Cases are constantly occurring, in which owing to departmental carelessness, no such sheets are attached. The Department, after expanding itself over pages of M.S., only leaves the Viceroy room to give dumb witness by his initials to their lucubrations.

(vi) The system of Linked Files is (though in rare occasions necessary) a

cumbrous system, and has been greatly abused. I am constantly having enormous Linked Files submitted to me which, having perhaps started from different points, have gradually converged, until both contain the same papers, & discuss the same problem. This is perhaps inevitable, e.g., in a case where the Military and the Foreign Departments are engaged in discussing a case which may have a military as well as a political aspect. But in the majority of cases the separation and linked presentation of the files are only a nuisance which a little forethought might avoid. An intelligent selection of the papers required from both files by the Deputy Secretary, and their submission with an explanatory Note, would probably save the Viceroy many a quarter of an hour of valuable time.

(vii) Similarly, with reference not only to Linked Files but to any file, there is no necessity to submit to the Viceroy, or I should imagine to any Member of Council, prodigious files which start almost from the commencement of time. Such a system would bring the work of the Foreign

Office in England to a standstill in 24 hours. When I was Under Secretary there, I frequently had in the course of a single day to read from fifty to hundred despatches or papers relating to different subjects. These came round to me in boxes, with the few previous papers, required for the understanding of each, attached to them by elastic bands. Had each paper carried upon its back, like a snail, its entire official history and tenement, a regiment of porters would have been required to carry to and fro, between the Foreign Office and the House of Commons, the preposterous burden. Why cannot a similar intelligence, in selection and in reduction of burden, be exhibited here ? Why cannot the vast mass of the file be left in the Department, and the necessary papers alone be sent ? Of course the Secretary would be held responsible; and if he omitted essential papers, the blame would fall upon him, or upon the particular subordinate to whom had been delegated the selection. But such a responsibility is after all only a

feature of any and every departmental system. I remember a case here in which there was circulated to Members of Council, prior to its being mentioned there, an Inland Steam Vessels Act. The papers constituted a file nearly a foot high, with which chuprassis struggled about Calcutta for a week.

II.- Noting on cases in the Departments.

Here I come to the main abuse and scandal of the present system. I have already pointed the contrast between the practice now in vogue, under which everybody from a clerk to a Member of Council paraphrases, initials, notes, or recommends, and is handed down to posterity in print- and the sensible system that prevailed in the days of Lord Mayo and Lord Northbrook. The present system has the following obvious drawbacks. Firstly, people write who have no business to write. Secondly, a case is delayed for days and sometimes for weeks in a department (and a fortiori still longer in cases of inter-departmental reference), while it is passing through this dismal ordeal of irresponsible loquacity. Thirdly, in the wilderness of diverse opinions, its original proportions and point are eventually lost to view, until no one is able to

say what is the issue, or at what stage it has arrived. I have myself had to pick out unsolved cases, which have been literally buried under the superincumbent mass of writing, and would, unless disturbed, have lain mummified in the departmental tomb, until one day accidentally unearthed by a later generation. Fourthly, all these opinions, disquisitions, trivial departmental stages, and even initials of clerks, preserved as they are in print, swell the volume of our official records to a point at which the Notes far exceed the Official Proceedings in bulk and length; and must, in the long run, require a library like that of the British Museum to contain them. I will give, before passing on, an illustration of the prolixity of the existing system. A despatch from the Secretary of State arrived in one of the Departments of the Government of India in my predecessor's time. It covered 3½ pages of print. After being somewhat gingerly touched by a few clerks, it was taken in hand by an Under Secretary who paraphrased it (with glosses and readings of his own) in 1¾ pages of print, and then added a Note recording his own opinions in 4½ additional pages of pri> This brave example was eagerly followed by his colleagues in an ascending scale; and by the time the Viceroy and the Members of Council had noted upon it the recorded Notes amounted to 28 pages of small print, as compared with the 3½ pages of large print

from the Secretary of State which had provoked this lamentable effusion. I need hardly add that no final decision was arrived at; and that the case was one of many left over to me for settlement. I am glad to think that we settled it with less than half a dozen more pages of print, followed by an hour's discussion in Council.

I now turn to the remedies. They are based upon the old practice of the Indian Government, upon the practice of the London Departments, and upon what I should imagine to be the practice of every sensible Government in the world. This practice rests upon the simple principle that the Head of the Department (here styled Secretary, in England Permanent Under Secretary) is officially responsible for the presentation to his Chief (in India a Member of Council & ultimately the Viceroy, in England a Secretary of State or other Minister, and ultimately the Prime Minister) of the case upon which the latter is required to decide. In the preparation of the case, he may employ at his own discretion the industry or abilities of his own subordinates, be they clerks or Under Secretaries; he may even delegate his responsibility to one or other of them, signifying his own assent by appending his initials.

But this discretion must have obvious limitations. There must be a limit to the number of subordinates who are permitted to

note, the selection being determined not by their grade in the official scale, but by their aptitude to deal with the particular question under notice. Secondly, the reference to the ultimate authority must not consist of a jumble of heterogeneous and discordant opinions, out of which he is called upon to pick one for himself. The manner in which I would apply this principle to our Indian practice is as follows:-

(i) When the question of noting was discussed in 1895, a great deal turned upon the question as to the side of the page upon which clerks or gazetted officers should sign their initials, and as to whether the higher officials should sign their initials or their names. The principle that I would desire now to establish is this; that from the Office there should come up to the administrative ranks but one Note. Let the Superintendent select which clerk he pleases to write it. If he approves of the Note, let him pass it on with his initials. If he disapproves, let him have it revised or modified, or let him substitute for it a Note by himself. When the paper has passed to the gazetted officials, as a general rule not more than two of them (including the Secretary) should note upon it before passing it on to the Hon'ble Member. The Secretary will doubtless select whichever of his subordinates he pleases to write the preliminary Note, or the selection will be made automatically by the sub-division of

labour in the Department. I have said "as a general rule," and I think that it should be of almost universal acceptance, but I would not exclude the possibility ~~of~~ in exceptional cases of three Notes, though I hope that such a contingency may very rarely occur.

(ii) Precis and paraphrases should only be adopted on a very limited scale. If the letter or despatch under examination is ~~on~~ of a character and importance that are certain to require its perusal by the higher officials and ultimately by the Viceroy, it will, in nine cases out of ten, be unnecessary to precis or paraphrase ~~o~~ it at all. The subject-heading will indicate the general character of its contents. Only in the event of the document being one of great length or complexity, may a precis of its proposals or contents, for sake of convenience, be required. Occasions will also occur from time to time when a precis, either of the facts or of the previous history of a case, may be useful in order to avoid much reference to old files, and to create, so to speak, a fresh starting point. Similarly with regard to paraphrases, no higher official requires a paraphrase, much less a sequence of paraphrases, by subordinates, of a letter which he is bound to read himself. Still less does he want to know (though he is often now invited to read) what his subordinates think was, or may have been, in the mind of the original writer. He requires

references to precedents, to former papers and so on, and suggestions for action. Another vice of the present system is the habit of reproducing verbatim in the Notes entire extracts from the letter or despatch under discussion. This is entirely unnecessary and should be discontinued.

(iii) The rule should be of universal acceptance, that when at any stage an official agrees with the preceding Note or recommendation, he should append his initials (and date) and nothing more.

(iv) Cases are constantly occurring in which, even without superfluity or delay in noting, a paper will take several days in passing through a department, simply owing to a want of elasticity in the interpretation of the existing system. An official who is seated in one room, will keep a file lying on his desk one or two days, and then initial it, and pass it on by a chuprassi to another official seated next door, who will treat it in similar fashion. I was asked the other day by a Local Government whether I would sanction the journey of a Native Prince to Europe. The application reached the Department on May 12th. The Chief proposed to sail on the 20th. The file, after a leisurely and uneventful procession through the office chambers, reached me on the night of the 18th, too late to make permission of value, or refusal possible. If the officials of the departments would only remember that they live in the

same building, and would in cases demanding early decision (and I may add in many others) substitute a few words of conversation with each other for the pedestrian procession of the files, they would greatly expedite the despatch of business.

III.- Inter-Departmental reference.

(i) The last remark applies with even greater force to the references that, under our complex system, are inevitable from one department to another. In the event of any difference of opinion between the two, each is disposed to act as if it were the inhabitant of a separate planet, firing off its missive to another world; whereas the offices, from which this interchange of former compliments proceeds, are usually within a few yards of each other, which might traversed in a few moments by the rival correspondents, who might in a few minutes settle a matter that otherwise drags its weary course along for months. I will give an illustration that has occurred in my time. There was a question as to whether a Colonel W. was or was not deserving of promotion, and whether the unfavourable comments of the Provincial Government upon his capacities should or should not be communicated to him. It entered the Departments in December 1897. It came up to me for decision in February 1899. In the interval the departmental Notes had amounted to 53 pages of print.

The same sort of official pedantry appears to prevent a settlement, by meeting and conversation, of any question upon which an acute controversy has arisen between two Departments, or between their official heads. I have more than once, in commenting upon these displays, employed the simile of Lawn Tennis or Badminton, and I repeat it here. When once the Departments have, so to speak, got their flannels on and the game has begun, they appear to lose sight of all other considerations but that of keeping up the ball or the shuttle cock (and as a rule, the latter is the fairer parallel) over the net, while the faithful official marker calls out the strokes and records them (in print) for the admiration of later ages. I had a case the other day, in which the Secretary of State had, in June 1897, invited the Government of India to express an opinion as to a change in the marking of their confidential maps. From that date until May 1899, the rally was heroically sustained, and might, but for an accident, have gone on till the crack of doom. Can we not in our Departments abandon this system ? In England, if the Foreign Office disagrees with the Colonial Office, the Permanent Under Secretary of the one puts on his hat and walks across the quadrangle to discuss the matter with the corresponding official of the other. If they fail to come to terms, the two Secretaries of State meet and talk it over. They do not

pursue for months an exchange of vocal amenities from the rival house-tops.

(ii) The rules that I have already suggested for the conduct of any one Department, in respect of noting, will of course equally apply, but with increased economy of time and space, in cases where more than one Department is involved. I had a case before me concerning the supply of winter great coats to the Khyber Rifles. After the usual departmental formulas had been gone through, I referred it back for some additional information to the three Departments who were affected. It was returned to me with fourteen separate and distinct opinions. There is a further abuse in the same connection which is capable of easy correction. Where a case is being bandied to & fro between different departments, after the officials of the first have had their say, and the officials of the second have commented upon the opinions of the first, the papers frequently go back to the latter, who then begin in the same old order commenting again upon the comments of the second; until presently the chain of argument and repetition reminds one of the nursery rhyme about the "house that Jack built." I suggest that in such cases the Secretary of the original Department alone should note upon the papers after they have been returned to his office.

IV.- Arrangement and Printing of Proceedings and Notes.

(i) The papers of the Government of India (I believe in every Department) consist of two sections; the Official Proceedings, and the Office Notes. These are, under our system, kept distinct from each other, both in M.S. and in print. I would not propose to interfere with this distinction. Some offices print the Notes first and the Proceedings afterwards, others vice versa. I think that a uniform system should be adopted; and, unless any good reason can be shown to the contrary, I would propose that the Notes should be printed first, since they are, in the majority of cases, a preclude to, rather than a sequel of, the official decisions recorded in the other section.

(ii) The Notes, when printed, are in many departments called Keepwiths, and are designated as K-W. This is part of the barbarous jargon that has grown up pari passu with a barbarous system. I see no reason why in the Government of India we should call ordinary things by any other than their ordinary names. I would therefore propose in future to designate K-W. simply as Notes. In the Foreign Department I have further found the Index or Table of Contents of the separate volume of papers, when bound up, variously designated as "Brief Subject", "List of Papers," and "Precis-Docket." As I see no reason for calling it by any other than its proper name, I have ordered this Index-page in future to be headed

"Table of Contents."

(iii) As each fresh letter, despatch or telegram, comes into the office, and is added to the M.S. Notes, file, the heading or docket under which it is entered in the M.S.Notes, prior to noting, is in the Foreign Department written in red ink. I dare say this is done in other offices. If not, I recommend it as a useful system of distinguishing the various stages of a case, as well as each stage in turn, from the M.S.Notes upon it.

(iv) I now come to a peculiarly malignant abuse of the present system, which is itself the outcome of a further, and equally culpable abuse, viz., the extent to which official correspondence (I speak particularly of the Foreign Department) has become supplemented, and almost in many cases superseded, by private or demi-official communications. The privilege of private correspondence between officials in the Department and officers or persons outside is a valuable one, inasmuch as it places the former in possession of information which may be essential to the due comprehension of a case, but which it may be impossible, for various reasons, to include in the official letters or telegrams. But it is a privilege which is capable of being, and has been, greatly abused; and hence has arisen the question of how to deal with this sort of communications in the records of a Department. It has been solved by

constituting a separate branch or sub-head of the K-W.'s for demi-official papers. This branch requires again a separate index of its own. Accordingly, it has happened to me in studying a case, in a printed volume of our Proceedings, that in order to preserve the chronological sequence of discussion and decision, I have had to keep my fingures in three or four different places in the same volume, and to dart backwards and forwards, from one to the other, at what a cost of time and temper I need hardly say.

I lay down the proposition therefore, which cannot, I think, be disputed, that a demi-official, personal, or private letter, ~~fi~~ differs only from an office note in the fact that it is written by an official outside the Department and often at a distance instead of by an official inside the Department at his desk. It must as a consequence be similarly treated; i.e., it must, if printed at all, be placed not in a category apart, but in the Notes in the order of its arrival. The decision whether it should be printed, and if so how much of it should be printed, must rest with the officer concerned, subject of course to the decision of the Secretary. By this method there will be in every printed collection of papers in every Department, three sections only, (a) Table of Contents, with references to former and ~~a~~ latter cases; (b) Notes; (c) Proceedings. There must be no extras of any

description.

(v) In printing both the Notes and Proceedings, it is possible to avoid a good many sources of subsequent confusion by always using the same type for the same thing, i.e., one type for Notes, another for Proceedings, and again in each class, one type for headings, another for contents, and so on. At present all kinds of type are used promiscuously, according to what may be handy in the printing press at the moment. Similarly, in printing both the Notes and the Proceedings, all numbers, alphabetical letters, and purely departmental hieroglyghics, except such as may be essential for subsequent reference, should also be omitted. Too often a printed volume of our records is more of a puzzle than it is ~~as~~ of a guide.

(vi) I now come to the main cause of the plethora of print, as distinct from writing, from which our records suffer in so marked a degree, This is the preservation in print of any and every Note, mark, sign, date, or even initial- in a word of the inevitable ~~and~~ but worthless ministerial routine of the Department.

In the conduct of all business there must be an immense amount of such surplusage. Under the Indian system, it is swollen at every point by the abuses which I have been describing. But its main and differentiating feature is this, that there are alone, as I conceive, of all Governments in the we

world, is it accorded the honour of print. The Notes of our official volumes are augmented to three or four times their needful dimensions by long columns- I have seen entire pages- of initials and dates, by the record of the passage of the case from Department to Department, by the questions asked by officials of their subordinates (which ought to be sent round on a slip of paper instead of officially recorded upon the Notes) and by banalites of many and various types.

The reduction of this abuse was one of the questions that was only perfunctorily dealt with by the Committee of Secretaries in 1895. They recommended a strict enforcement of Rule XIV in the Rules of Business, which ran as follows:-

"References of no permanent importance such as requests for former papers, should be made on separate slips, which should not be filed, but destroyed when done with."

In the revised Secretariat instructions which were issued in August 1898, this rule re-appeared as No.5(3) in the following form:-

"References of no permanent importance such as requests for former papers, calls for proofs or drafts, orders to print, &c., shall be written on separate slips and destroyed without being filed."

But it is obvious that this went neither far enough nor in the right direction. For what is wanted is not merely the des-

truction of routine slips such as those alluded to, but orders to prevent the printing of matter, which must appear upon the the files, but which is not worthy of being printed. All that is wanted is that in every Department, some officer, responsible to the Secretary, shall, before the M.S. file goes to the printer, run a blue or red pencil through the stuff that does not require reproduction in print. In this way we shall find that the bulk of our printed Notes will speedily be diminished by more than one half. I circulate for inspection an ordinary Foreign Department file, prepared under the existing system; and a revised proof of the Notes or K-W. of the same as amended under the process that I am about to introduce. The length is thereby reduced from 11 printed pages to 4.

V.- Other aids to despatch.

I should like to invite the aid of my Colleagues and of the Secretaries in respect of any suggestions that they may care to make under the above heading, in addition to, or in corroboration of, the remarks which I am about to submit. Some check appears to me to be wanted in order to prevent the interminable delays that now occur, and the complete oblivion that is apt to overtake Departments as to the whereabouts, or fate, or future of cases in the course of their departmental career. These delays and this carelessness occur-

(1) in the cases of answers to communications from the Secretary of State- concerning which I am continually receiving telegrams, couched in the following terms: "When may I expect an answer to my telegram or despatch of such and such a date ?"

(2) in the case of questions that are pursuing their weary pilgrimage through the departments;

(3) in the case of questions that have been referred to a Local Government but have not returned therefrom. Let me give an illustration of the latter. I was called upon not long ago to give a decision affecting certain canal rates in one of the Provinces. The question had originally been referred to the Government of India in October 1892. It had then been sent to the Local Government with whom it had remained, without reminder, or rebuke, for 3½ years. After returning from this long holiday, it had then wandered like an uneasy spirit through the Departments of the Government of India for another 3 years, until at length in April 1899 it came up to me to be exorcised and laid.

Now in all these cases, there ought

to be some practical, and not merely illusory, check. I know that in each Department some sort of statement is drawn up quarterly, or perhaps at other intervals, of the case in the Department, of the orders that have been issued upon them, and of the present stage of their wandering. But clearly this check must at present be what I call an illusory check, since it does not prevent cases like that which I have just mentioned, and which is only one among many that have come under my own notice. My impression is that these quarterly statements, which are drawn up by clerks and are, I believe, divided into classes for submission to the Secretary and Deputy, Assistant, and Under Secretary, severally are either only glanced at or are completely ignored by them, a convenient initial being substituted for a bona fide scrutiny. I cannot dogmatise upon such a question as this; but having indicated what I believe to be the evil, I shall be grateful to the Secretaries if they will submit to me what their experience suggests to them as the remedy.

I have now completed what I have to say upon this branch of the question. At a later date I shall submit another Memorandum to my Colleagues upon an abuse, equal in intensity and even more pernicious in its results than over-writing inside the Secretariats, upon which I have here been commenting- viz., over-writing, not of Notes but of reports, in every branch of the Lo-

cal and Imperial Governments. But for the moment I confine myself to the Departments of the Supreme Government with which we are here officially connected. This is a long Note; but a long Note has been required to deal with an abuse of such long standing; nor if one long Note from a single Viceroy has the effect of saving many scores and hundreds of long notes from hardworked subordinate officials in the future, will its length have been wasted. The reforms that I have indicated, I can undertake to carry out- in fact most of them are already in successful operation- in my own, i.e., the Foreign Department. While I could impose them by a ukase, it is obvious that it would be out of my power to supervise their enactment, still less to ensure their ready acceptance, in the other Departments of the Government of India, without the cordial co-operation both of my Colleagues and of the present and future Secretaries of those Offices. I invite this co-operation, in the interests, not merely of Members of Council whose work may be somewhat lightened by more reasonable and business-like methods; nor merely of the Departments themselves, though I believe that when a better has once been fairly started, it will prove to be of incalculable relief to them; but for the sake of the efficiency of British administration in India, in which from the Viceroy to the humblest clerk, we are all engaged, and which is being seriously and

Extract from the Report of the Royal Commission upon Decentralization in India- Volume 1.

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Secretariat procedure.

Vol. X., Apps. Ia., p. 188; Ib., pp. 188-9; Id., p. 194; Ie., p.200.

Secretariat Instructions Rule 11. Vol. X. Apps. Id., p. 194; Ie., p. 200.

22. A case coming up to a Government of India Secretariat is first of all noted on by the clerical branch of the office. It then goes, usually, to an Assistant or Under Secretary, who, if he accepts the office note, signs his name below it. If he disagrees or desires to add anything, he notes accordingly. His work, in turn, goes to a Deputy Secretary or to the Secretary, who acts in the same way. A Deputy Secretary often submits cases direct to the Member in charge, but the papers come back through the Secretary, to enable the latter to see what is going on. Secretaries and their principal subordinates may dispose of petty cases of a routine character on their own responsibility, but lists of such cases go weekly to the Secretary and Member, so that any independent action by a subordinate which is deemed inadvisable may be checked. Otherwise, cases go on to the Member in charge, and if reference to the Viceroy or to some other Department is not required, his order is final. This elaborate system of noting which differs materially from that in vogue

vogue in British Government Offices, is held to be justified by the constant changes in the superior personnel of the Secretariats and Departments in India.

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Evidence of Sir Herbert Risley taken before the Royal Commission upon Decentralization.

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45526. It is sometimes made a reproach with regard to our system of Secretariat procedure that it involves a great deal of noting; in the Home Offices, I understand, noting is reduced to a minimum. You were on duty in the India Office at one time? -- Yes; I know something about the system in the India Office and in the English Colonial Office, and there is exceedingly little noting there.

45527. Did you find that the India Office system of reducing noting to a minimum was convenient or not; you had to consult certain records there last year? -- It appeared to me to be in some respects inconvenient. In the course of my work there last year an important constitutional question was raised by the Legal Adviser to the India Office on the basis of a note of Sir Henry Maine written while he was a Member of the Council of India. Of that note there was only one copy, namely, the original, which was bound up in an enormous volume, the size of a merchant's ledger. This volume had to be carried about, and on one occasion when we were working with it the marker

slipped

slipped out and no one could find the place, and a clerk had to be sent for. There was also a difficulty in procuring copies of a certain despatch of Lord Lytton's Government.

45528. I understand that in the particular instance you mention there was a note, but unfortunately there was only a single copy of it; I was rather asking whether the system of disposing of a paper containing an important despatch, with no note, or hardly any note, to show the conclusions which had been built up, was, in your opinion, a convenient one, or whether you had any evidence on the point in connection with your own work? -- I think in this country noting is absolutely ~~ne-essary~~ essential, owing to the frequent changes of officers. It is less so in England, where the staff is more permanent, and the clerks are of quality far superior to ours.

45529. I should like to know whether you, working at the India Office as you did last year, found any inconvenience from the system there of not noting? -- It was impossible to tell the reason why important decisions had been arrived at unless there was somebody who had been present at the time, and who happened to remember the circumstances.

45530. Was that your actual experience? Yes. I was shown an important despatch

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the genesis of which was entirely obscure.

45531. (Chairman.) Did that result in any practical inconvenience? -- The incident had only a remote bearing on what I was doing at the time, but I can conceive of cases in which it might be very inconvenient to be confronted with an important decision and to have no means of ascertaining the reasons for it. I can remember an actual case in Bengal where the Government of India asked for the reasons for a certain proposal which had been worked out by the Lieutenant Governor and the Secretary in persona discussion. Both happened to be on leave, and the question could not be answered till one of them returned.